

**LOK SABHA
DEBATES**

16th March to 16th April 1956



(Vol. II contains Nos. 21 to 40)

LOK SABHA SECRETARIAT
NEW DELHI

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LOK SABHA

Friday, 23rd March, 1956

The Lok Sabha met at Half Past Ten of the Clock.

[MR. SPEAKER in the Chair]

ORAL ANSWERS TO
QUESTIONS

SANSKRIT MANUSCRIPTS

*887. **Shri Krishnacharya Joshi:** Will the Minister of Education be pleased to refer to the reply given to Unstarred Question No. 525 on the 22nd August, 1955 and state the steps that Government propose to take to secure Sanskrit books and manuscripts that are lying in the various European Countries?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): Steps are being taken to prepare as complete a list as possible of these Manuscripts and other Art Objects and when the list is completed an effort will be made to obtain photostat and microfilm copies of such of the manuscripts etc. as are necessary.

Shri Krishnacharya Joshi: May I know the names of the countries where Sanskrit books are found in large numbers?

Dr. M. M. Das: It is very difficult to answer this question with any great accuracy, but mainly, they are in the United Kingdom and some other countries like France, etc.

Shri Krishnacharya Joshi: May I know whether any Hindi books are found there in manuscript form?

Dr. M. M. Das: I want notice.

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Shri Keshavaiengar: Is it not a fact that quite a large quantity of these manuscripts are now in Germany and that the question of taking them back home is also an item of discussion during the ensuing visit of our Prime Minister in Bonn?

Dr. M. M. Das: It may be a fact that there are some manuscripts in Germany, but so far as the idea of getting them back is concerned, we think it is not advisable and it is not realistic to claim them from other countries, because they are the property of other countries.

Dr. S. N. Sinha: May I know whether photostat copies can be got of the Sanskrit works in the State Library in Berlin, as those books are most valuable so far as Sanskrit is concerned?

Dr. M. M. Das: In my original reply, I have said that a list will be first prepared, and photostat and microfilm copies will be obtained, or at least, an attempt will be made to get microfilm and photostat copies of those manuscripts which are considered necessary.

सेठ गोविन्द दास: यह सूची जो अभी माननीय मंत्री ने कहा कि बनाई जा रही है, तो यह कितने दिनों से बनाई जा रही है और क्या यह बात सही नहीं है कि जब शिक्षा मंत्री मौलाना आजाद पश्चिमी देशों को गये थे, तब वहाँ खास कर इंग्लैंड में इस बात का प्रयत्न किया गया था कि वहाँ से संस्कृत की इस तरह की पांडुलिपियाँ भारतवर्ष में ले आई जायें ?

Dr. M. M. Das: I think the hon. Member is referring to the India Library. That question has been answered many times on the floor of this House.

सेठ गोविन्द दास: मेरा मतलब यह है कि ब्रिटिश म्यूजियम में भी कुछ संस्कृत की पांडुलिपियाँ हैं, और मौलाना साहब ने एक या दो

बार यहाँ पर कहा था कि उन्हें यहाँ वापिस मंगाने का प्रयत्न किया जा रहा है, मैं यह जानना चाहता था कि यह सूची जिसकी कि अब बनाया जा रहा है वह कितने दिन से बन रही है और मौलाना साहब के प्रयत्नों का क्या नतीजा निकला ?

Dr. M. M. Das : We have not yet asked the British Government to send back those manuscripts. Neither do the Government think that it will be desirable and realistic to ask the British Government to send those manuscripts to India, because they are the British Government's property.

Shri Heda : May I know the reasons why Government are not making the efforts simultaneously with the preparation of the list?

Dr. M. M. Das : As I have made it clear, it is neither advisable ; nor is it realistic to ask foreign Governments to hand over those manuscripts and other objects of art which are at present their property.

Shri S. C. Samanta : May I take it that Government have not, as yet, taken any steps about the Sanskrit books that are lying in other countries?

Dr. M. M. Das : I only repeat what I have said, namely, that Government does not think it realistic or advisable to claim those books to be brought over to India from other countries, because, legally speaking, they are the properties of those countries in which they are now lying.

सेठ गोबिन्द बास : मैं यह जानना चाहता हूँ कि यह जो लिस्ट बनाई जा रही है

Mr. Speaker : When the Demand under the Ministry of Education comes up, hon. Members who are very much interested in this subject may take up the matter.

गजेटियरों का संशोधन

* ८८८ श्री भक्त बर्षान : क्या शिक्षा मंत्री १४ दिसम्बर १९५५ को पूछे गये अतर्कित प्रश्न संख्या ४९८ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगे कि :

(क) क्या गजेटियरों में किये जाने वाले

संशोधनों की रूपरेखाओं का प्रारूप तैयार करने के लिये तथा तत्सम्बन्धी एक विस्तृत योजना तैयार करने के लिये नियुक्त विशेषज्ञ समिति ने अपनी रिपोर्ट प्रस्तुत कर दी है और

(ख) यदि हाँ, तो क्या उस की एक प्रति टेबल पर रखी जायेगी ?

शिक्षा मंत्री के सभासचिव (डा० एम० एम० बास) : (क) अन्तिम रिपोर्ट अभी प्राप्त नहीं हुई है।

(ख) प्रश्न उत्पन्न नहीं होता।

श्री भक्त बर्षान : यदि अन्तिम रिपोर्ट अभी तक प्राप्त नहीं हुई है तो कम से कम यह तो बताने की कृपा की जायेगी कि अबतक इस सम्बन्ध में प्रगति क्या हुई है?

Dr. M. M. Das : The Experts Committee that was appointed to draw an outline of the detailed scheme about the revision of the gazetteers, both Imperial Gazetteers and District Gazetteers, had its sitting on the 8th, 9th and 10th November, 1955. The Committee have chalked out an outline about this, but the proceedings have not yet been finalised. They have been sent to the members, and until they are finalised, it is not possible for us to give them to hon. Members.

श्री भक्त बर्षान : क्या गवर्नमेंट के ध्यान में यह बात आई है कि बहुत सी राज्य सरकारों ने इस दिशा में पहले से काफी प्रगति कर ली है उदाहरणस्वरूप उत्तर प्रदेश की सरकार ने इस सम्बन्ध में एक समिति भी डिस्ट्रिक्ट गजेटियरों में संशोधन करने के वास्ते बनाई है और उसका काम चल रहा है तो मैं जानना चाहता हूँ कि इस प्रकार से जो सारे देश के लिए एक तरह से फारमूला निकाला जा रहा है, उसमें राज्य सरकारों का क्या दृष्टिकोण है और क्या वे भी उसमें सहयोग दे रही हैं ?

Dr. M. M. Das : An inter-departmental meeting was convened to consider this question, in which representatives of the different Ministries of the Government of India as well as representatives of the different State Governments were present. In this meeting, it was thought proper

and it was recommended that an expert committee should consider this question. So, according to that resolution, this Experts Committee is drawing out a programme. When this programme will be drawn out fully, we will send it to the State Governments and try to collect their opinions about it.

सेठ गोविन्द दास : यह जो विशेषज्ञों की समिति बनी है इसको बने कितने दिन हो गये और यह कब तक आशा की जाती है कि इस मामले में कोई न कोई निर्णय केन्द्रीय सरकार का हो जायगा ?

Dr. M. M. Das : I have said that the proceedings are yet to be finalised. The proceedings have been sent to the members for their approval. We are expecting that their approval will come in soon and that we could begin the work. I may submit to the hon. Members that a provision of Rs. 1 lakh has been accepted for inclusion in the budget estimates for 1956-57 for the revision of the gazetteers. So, the work will not take very long to begin.

श्री भक्त दर्शन : क्या इस बात का अनुमान लगाने का प्रयत्न किया गया है कि उस योजना कुल कितना खर्च होगा और क्या केन्द्रीय सरकार उसका कुल खर्चा वहन करेगी या राज्य सरकारें भी उसको वहन करेंगी ?

Dr. M. M. Das : A total provision of Rs. 35 lakhs has been included in the Second Five Year Plan for this purpose: Rs. 10 lakhs for revision of the Imperial Gazetteer and Rs. 25 lakhs for the revision of the District Gazetteers. The percentage of share that will be contributed by the Central and State Governments has not yet been fully worked out, but we think it will be 50-50.

भारत का मानचित्र

* ८८६. **श्री विभूति मिश्र :** क्या प्राकृतिक संसाधन और वैज्ञानिक गवेषणा मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि सर्वे आफ इंडिया (विभाग) भारत का एक प्रामाणिक, राजनैतिक तथा प्राकृतिक मानचित्र तैयार करने की योजना बना रहा है; और

(ख) यदि हां, तो उस के कब तक प्रकाशित हो जाने की संभावना है ?

प्राकृतिक संसाधन मंत्री (श्री के० डी० मालवीय) : (क) तथा (ख) एक ७० मील भारत का राजनैतिक मानचित्र अंग्रेजी तथा हिन्दी में प्रकाशित किया जा चुका है। एक ७० मील प्राकृतिक मानचित्र भी हिन्दी में प्रकाशित हो गया है और इसके अंग्रेजी संस्करण की जून १९५६ तक प्रकाशित होने की संभावना है।

श्री विभूति मिश्र : मैं यह जानना चाहता हूँ कि यह जो प्राकृतिक मानचित्र भारत का तैयार किया जा रहा है उसमें हमारी सरकार की दूसरी पंचवर्षीय योजना के अन्तर्गत जो बड़े बड़े डरीगेशन प्लांस जैसे भाखड़ा नांगल आदि का भी उसमें प्रदर्शन किया गया है ?

श्री के० डी० मालवीय : जी नहीं इस प्रकार की चीजें जिनके कि जिक्र माननीय सदस्य कर रहे हैं, वह तो नेशनल एटलस में आने की बात है और जिसके कि बारे में बड़ी तैयारी हो रही है और उसको बनाने में करीब ५, ६ वर्ष लगेंगे।

श्री विभूति मिश्र : यह जो भारत का राजनैतिक मानचित्र प्रकाशित हो रहा है उसमें राज्य पुनर्गठन के कारण जो तब्दीलियां हुई हैं और प्रान्तों का नये सिरे से पुनर्गठन हुआ है वह उसमें आयेगा या नहीं आयेगा ?

श्री के० डी० मालवीय : भारत का एक तो राजनैतिक मानचित्र बन चुका है, अब उसका दूसरा संस्करण जब निकलेगा तब उसमें यह सब रद्दोबदल करनी पड़ेगी और जाहीर है कि यह जो राज्यों का पुनर्गठन हो रहा है उसके परिणाम स्वरूप मानचित्र में बहुत सी तब्दीलियां करनी होंगी और जैसे ही इस सम्बन्ध में आखिरी फैसला कर जायगा, अंग्रेजी और हिन्दी में फिरसे मानचित्र की छपा जायगा।

Shri Mohiuddin : May I know whether the Government propose to publish the political and physical map of India in a cheap edition form for the school children, like middle school, etc.?

Shri K. D. Malaviya : That is the intention of the Government. As soon as the States Reorganisation matters are finalised, we propose to publish some cheap edition also.

Shri C. D. Pande : There are certain disputed areas in the North-eastern frontier and also in the Tibetan border. What is the policy of the

Government and their decision with regard to the demarcation of the line between these two countries?

Shri K. D. Malaviya : We have nothing to do in the Ministry of N.R.S.R. with regard to these disputes. As soon as these disputes are settled or whenever they are settled, we are responsible for publishing the map as we get instructions from the other Ministries.

SANSKRIT RESEARCH

***890. Shri D. C. Sharma :** Will the Minister of Education be pleased to state the amount of recurring and non-recurring grants given for the advancement of research in Sanskrit during 1955-56 to the various institutions in the country?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : Rs. 85,521. I might add that in addition to this sum of Rs. 85,521, which has already been paid, another sum of Rs. 58,000 is proposed to be paid by the end of the present month, that is, 31st of March. So, the total amount during the current financial year will be Rs. 143,521.

Shri D. C. Sharma : On what items of research has this money been spent?

Dr. M. M. Das : I can give the names of the institutions to which this money has been given. I have not got the information as regards the items which will be taken up for research.

Shri D. C. Sharma : May I know what are the institutions and how the amount is distributed state-wise?

Mr. Speaker : Does the hon. Member want a list of the institutions?

Shri D. C. Sharma : I want to know how the money is distributed state-wise?

Mr. Speaker : Even that will take a lot of time.

Shri D. C. Sharma : I want to know how this amount is being distributed. What are the principles kept in view in this distribution?

Dr. M. M. Das : So far as the distribution of this amount is concerned it depends on the particular organisation. It is not necessary that every State must have a Sanskrit organisation to carry out research and it must be given a grant? Shall I give the names of the institutions?

Mr. Speaker : No.

Shrimati Jayashri : May I know whether a Sanskrit Commission is to be appointed for taking up this work?

Dr. M. M. Das : Yes. It is under the active consideration of the Government.

Some Hon. Members rose.

Mr. Speaker : Next question.

Shri M. R. Krishna : 891.

Mr. Speaker : There are a number of questions. I am considering as to whether the answers may not be printed and placed here to give an opportunity to hon. Members to pick out such of the questions or as are more important having regard to all the matters. We can spend the whole hour on one question: Sanskrit research. There may be other questions also.

The Minister of Defence Organisation (Shri Tyagi) : This question is not important at all. It may be left out.

JET AND AERO-ENGINES

***891. Shri M. R. Krishna :** Will the Minister of Defence be pleased to state:

(a) whether it is a fact that Government are planning to set up a separate Aircraft factory specially to manufacture Jet and other high speed engines in the country; and

(b) Whether any attempt has been made by the Hindustan Aircraft Ltd., Bangalore to produce high speed aero-engines?

The Minister of Defence Organisation (Shri Tyagi) : (a) Yes, The possibility of establishing an aero-engine production unit is under consideration.

(b) No. H.A.L. has so far been making airframes only.

Shri M. R. Krishna : May I know whether it is true that the H. A. L. has to obtain special permission from an agency in the U. K. before manufacturing any aero-engine other than what they are doing now?

Shri Tyagi : Aero-engines are not manufactured in the H. A. L. The H. A. L. is not meant for aero-engines. It is meant only for air-frames. But whenever the project of establishing an aero-engine factory is taken up, surely permission has to be sought because aero-engines will be manufactured on licence which will be obtained from the original manufacturer concern in foreign countries.

Shri M. R. Krishna : May I know whether it is necessary that in order to produce aero-engines the Government of India have to get technical experts from those agencies which grant this licence?

Shri Tyagi : In fact, the idea is that we start the manufacture of aero-engines only with a licence from those firms which have established aero-engine manufacture.

Shri G. P. Sinha : May I know how many new aircraft factories are to be established under the Second Five Year Plan and whether we have sought help from foreign countries, especially from Russia?

Shri Tyagi : As regards the Aircraft factories, I think the one we have, the H. A. L. is not yet being fully utilised for want of experts and the Ministry is negotiating with some high class experts. Very soon we hope to get a team of experts from outside to design aeroplanes in India.

Sardar Iqbal Singh : May I know whether the experts from the Rolls Royce and Bristol manufacturers have visited the H. A. L. recently and given any suggestion in this matter?

Shri Tyagi : They have come in connection with consultation with regard to the establishment of an

aero-engine factory. They had seen the H. A. L. also.

Shri Bhagwat Jha Azad : May I know whether the financial aspects of this proposal which is under consideration has been examined?

Shri Tyagi : The financial aspect has also been examined.

Shri Bhagwat Jha Azad : What will be the approximate cost which we propose to incur in this?

Shri Tyagi : It will be too early for me to divulge the same.

EXCAVATIONS IN NAGARJUNAKONDA

***892. Shri S. C. Samanta :** Will the Minister of Education be pleased to state:

(a) the final steps taken to expedite the excavation of ancient relics in the Nagarjunakonda Valley before the valley is submerged under the Nagarjun Sagar Project; and

(b) how far the works have already proceeded?

- The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) Additional staff and fund have been and will continue to be, provided to expedite the work.

(b) Excavations in approximately 25 acres have been completed and about 100 acres have been explored for excavation.

Shri S. C. Samanta : May I know how much time in the year is utilised for this excavation work and whether there is any possibility of extending the time?

Dr. M. M. Das : It is not possible to extend the time so far as I am aware. I am not prepared to commit myself but I, think, that except in the rainy season, all the year round, excavation goes on. During rains, it is not possible to carry out excavation.

Shri Dabhi : May I know the results of the excavation so far?

Dr. M. M. Das : This site has been excavated for the last 30 years. It

is a big valley. All over the valley, these archaeological remains are strewn.

Shri S. C. Samanta : May I know whether it is a fact that a committee consisting of the Irrigation department and the Education department has been formed to expedite the matter?

Dr. M. M. Das : Not one committee, but three committees for three different purposes have been set up to expedite this work.

करारोपण जांच आयोग

*८६६. **श्री श्रीनारायण दास :** क्या वित्त मंत्री यह बताने की कृपा करेंगे कि करारोपण जांच आयोग द्वारा सिफारिश की गई इस योजना के बारे में कि विश्वविद्यालयों तथा अन्य गैर सरकारी संस्थाओं में लोक वित्त और लोकोपयोगी सेवाओं (पब्लिक यूटीलिटीज) में विश्लेषणात्मक गवेषणा के लिये विभागों की व्यवस्था की जाये, क्या प्रगति हुई है ?

वित्त उपमंत्री (श्री बी० धार० भगत) : कर जांच आयोग की यह सिफारिश अभी विचाराधीन है ।

श्री श्रीनारायण दास : क्या सरकार ने विभिन्न विश्वविद्यालयों से इस बात का पता लगाने की कोशिश की है कि किन किन यूनिवर्सिटियाँ में अभी इस तरह के अन्वेषण और गवेषणा कार्य किये जाते हैं ?

श्री बी० धार० भगत : इस सिफारिश पर विचार कर लेने के बाद जो जरूरी कार्रवाई होगी वह की जायेगी और विभिन्न विश्वविद्यालयों यह सूचना प्राप्त की जायेगी ।

श्री श्रीनारायण दास : क्या सरकार न टेक्सेशन रिसर्च ब्यूरो के सम्बन्ध में, जिसकी सिफारिश उसने की थी और जिसके साथ उसका काम जुड़ा हुआ सा रहेगा, कुछ निर्णय किया है ?

श्री बी० धार० भगत : जी हाँ, उसके विषय में विभिन्न राज्य सरकारों से बात चीत करने का विचार किया जा रहा है, मगर जब राज्य पुनर्गठन आयोग की सिफारिश के अनुसार पार्लियामेंट नये राज्य बनाने के बारे में निश्चय कर लेगी और वे राज्य बन जायेंगे तब उनसे बातचीत करके इस ब्यूरो की स्थापना होगी ।

श्री भागवत झा आजाद : यह जानकर कि सरकार इस प्रस्ताव पर विचार कर रही है क्या विभिन्न विश्वविद्यालयों ने अपने यहां इस विभाग के खोलने की अनुमति मांगी है ?

श्री बी० धार० भगत : अनुमति प्राप्त करने की तो उन्हें आवश्यकता ही नहीं है, वे स्वयम् खोल सकते हैं ।

EMPLOYMENT OF GOVERNMENT OFFICIALS' RELATIVES IN FIRMS

*897. **Shri Gidwani :** Will the Minister of Home Affairs be pleased to state :

(a) whether Government have issued orders, requiring all senior officers to seek Government's permission before their sons and relatives secure employment with private firms ; and

(b) if so, to which categories of Government Servants this order is applicable?

The Minister in the Ministry of Home Affairs (Shri Datar) : (a) Yes.

(b) The orders apply to all Class I officers of the Central Government.

Shri Gidwani : What were the reasons for issuing such an order ? May I know whether the Government had enquired as to how many officers' relations were in the service of private firms?

Shri Datar : Some instances came to the notice of the Government. Also there were some press reports. Therefore, by way of a precautionary measure, Government had issued this circular.

Shri Gidwani : May I know whether any officers have sought such permission from the Government after the issue of the orders and if so, what is the number of such officers?

Shri Datar : The order has been issued only very recently. It was issued in January, 1956.

Shri Gidwani : Has the attention of the Government been drawn to a suggestion made by a responsible section of the press that the ambit of such a wholesome and essential measure should not be restricted to senior

Government servants, but must be extended to other men in higher places like Ministers, and if so, what is the attitude of the Government in the matter?

Shri Datar : That is an entirely different question. So far as the Ministers are concerned, they are always answerable to Parliament, and every action of theirs is scrutinised with great care by all the hon. Members.

Shri Thanu Pillai : May I know the degree of relationship to which the rule will apply?

Shri Datar : The words that have been used in the circular are sons, daughters or dependents.

Shri R. P. Garg : May I know if the Government has prepared any list as to how many sons and daughters of high officials are employed in firms?

Shri Datar : I did not follow the hon. Member.

Mr. Speaker : He need not follow the hon. Member.

HISTORY OF FREEDOM MOVEMENT

*898. **Shri Keshavaiengar :** Will the Minister of Education be pleased to state:

(a) whether the account of History of Freedom Movement Board has been finalised;

(b) the total expenditure from the inception of the Board to the date of its dissolution;

(c) the total expenditure on T. A., office establishment and the collection of materials for writing the History; and

(d) whether any amount has been advanced to the States for this purpose?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) No, Sir.

(b) and (c). Rs. 3,93,749-4-3.

(d) No, Sir.

Shri Keshavaiengar : May I know the reasons why the Chairman of this Committee tendered his resignation?

Dr. M. M. Das : The Chairman of this Committee, if the hon. Member means by the Committee the Board did not resign at all. Board was wound up when its term came to an end.

Shri Dabhi : May I know when the history is likely to be completed?

Dr. M. M. Das : A separate department has been opened to deal with this matter in our archives, and this department thinks that by the end of the present calendar year they will be able to complete the collection of the material. Then the question of writing the history will be taken up.

Shri B. K. Das : Do I understand that this skeleton staff that is retained now is working under the National Archives that is the Director of National Archives?

Dr. M. M. Das : Yes, Sir. I have said so.

I. A. S. EMERGENCY RECRUITMENT

*900. **Dr. Ram Subhag Singh :** will the Minister of Home Affairs be pleased to state:

(a) whether plans have been finalised for another emergency recruitment to the Indian Administrative Service;

(b) if so, the approximate number of officers likely to be recruited; and

(c) the basis on which such recruitment will be made?

The Minister in the Ministry of Home Affairs (Shri Datar) : (a) to (c). The matter is under active consideration and a decision is likely to be announced shortly.

Dr. Ram Subhag Singh : Previously I. A. S. personnel were recruited on an emergency basis. May I know whether the plans for recruiting them on an emergency basis also include any scheme to find out their suitability in the service later on?

Shri Datar : So far as this emergency recruitment is concerned, this is in addition to the annual recruitment on the basis of competitive examinations plus the recruitment by promotion from the State officers. It is considered that in view of the larger requirements of the States and the Centre, a large number of more or less senior officers would be required and that is the reason why emergency recruitment is necessary.

Shri T. N. Singh : May I know what is the emergent requirement and the extent of the requirement for which these plans are being finalised, i.e., how many officers do we require?

Shri Datar : Roughly about 400 during the next five years through all channels.

Shri S. V. Ramaswamy : It is stated that the age of retirement is proposed to be extended from 55 to 58 and those who retire during the Second Five Year Plan will be employed. Is that so?

Shri Datar : There is no proposal before Government for increasing the age of retirement from 55 to 58. That matter has already been decided.

Shrimati Renu Chakravarty : In view of the fact that the number stated by the Minister is 400 in five years, may I know whether it is not possible to recruit them on the basis of examinations held earlier than the usual one year period?

Shri Datar : So far as the examinations are concerned, we get candidates who are absolutely inexperienced. We require officers who have got some experience and therefore we propose to raise the age of recruitment and to get officers through the recruitment agency including officers from States also, especially those who have put in more experience, say, at least six years.

Shrimati Kamlendu Mati Shah : What is the age of recruitment?

Shri Datar : That matter is under consideration. It may be roughly between 25 and 40.

Shri A. M. Thomas : May I enquire whether this emergency recruitment will be solely confined to the services? May I also enquire what is the machinery through which this recruitment is contemplated to be made and whether care will be taken to see that there is no discrimination?

Shri Datar : I may inform the hon. Member that this emergency recruitment will be open and candidates would be taken from what is known as the open market, not only from the services. The services also can come in provided they possess the qualifications and the eligibility required.

Shri B. D. Pande : May I enquire if pensioners will also be taken?

Shri Datar : I am afraid not, Sir.

FORD FOUNDATION ASSISTANCE

***902. Sardar Iqbal Singh :** will the Minister of Finance be pleased to state:

(a) the nature of the main schemes that Government propose to implement with the Ford Foundation assistance in 1956; and

(b) the amount proposed to be spent on them?

The Deputy Minister of Finance (Shri B. R. Bhagat) : (a) and (b). There is no annual allocation or selection of schemes to be financed with assistance from the Ford Foundation. Schemes are finalised as and when they are developed and a large number of the continuing schemes will be implemented in 1956-57. The expenditure on these schemes is provided by the various Ministries concerned in their budgets, and will vary from year to year as it is the usual practice that in the first year the Ford Foundation meets the entire expenditure of the scheme, while in the second year it bears two-third of the cost and in the third year one-third of the cost. The authority implementing the project bears the balance of the cost in the second and the third years, and the entire cost with effect from the fourth year onwards.

Sardar Iqbal Singh : May I know whether it is a fact that large amounts of the assistance given by the Ford Foundation have lapsed due to the fact that the schemes were not prepared beforehand, because they were not well prepared and the work could not be started in that year?

Shri B. R. Bhagat : No, Sir. It is not true, because the money is provided only when the scheme is brought into effect. There cannot be any sanction before the scheme is finalised. It takes effect when the scheme starts.

Sardar Iqbal Singh : May I know whether any money has lapsed during the last three years?

Shri B. R. Bhagat : There is no lapse of money. It is not that the money is auctioned from year to year. It is a three-year project as I said. It is not just like the budgetary allocation which will lapse at the end of the year. It is not like that at all.

Shrimati Renu Chakravartty : In view of what the Deputy Minister has said that progressively the expenditure will be borne by our own Government, may I know how many of these schemes are really of a fundamental nature, that is, that they actually give us the technical know-how which can quite easily be found in our own country such as educational schemes?

Shri B. R. Bhagat : The schemes are all for providing technical know-how or training facilities in the basic fields of development such as the community projects, training women workers in the villages or training village artisans or in connection with the four institutes of the small-scale industries that have been set up. They are all of a basic and fundamental nature for our development. In the beginning they provide the technical know-how. The period of three years is kept with a view that after three years it is expected that those schemes will be taken up by the Government or the implementing authorities themselves and they will be run.

ESTATE DUTY

***904. Shri Dhusiya :** Will the Minister of Finance be pleased to state the amount realised by Government in U. P. in 1955 by way of Death Duty?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah) : A sum of Rs. 32,20,132 was collected in U. P. in 1955 as estate duty.

Shri Dhusiya : May I know the name of the person whose property has been subjected to the largest amount of duty?

Shri M. C. Shah : I am afraid I have not got those details, and those details cannot be given also.

Shri Dhusiya : May I know the number of cases of evasion which were detected by Government, and the action taken to discourage such evasions?

Shri M. C. Shah : It is too premature now to say anything about the number of evasion cases. We have not yet got any evasion case. We are just enquiring into the matter whether there are any loopholes whereby they may have taken advantage. It may be that certain persons who died with property may not have declared it, or may not have sent their returns. Whenever we get information to that effect, we immediately take action on that. We have just found out one or two such cases in the whole of India.

Shri Dhusiya : May I know Whether the department could not detect any case of evasion, or there was no actual evasion?

Shri M. C. Shah : A case of evasion can arise only in one way, and that is that the person owning property might have died, and his heirs or the accounting persons might not have filed their returns. That is the one way in which evasion can take place. Otherwise, whenever returns are filed, the income-tax officers look into all those cases; and if there are gifts which are invalid, they are detected; and all possible steps are

taken to see that as the income-tax returns are scrutinised, the estate duty returns are also scrutinised very carefully. So far as rural areas are concerned, there may be persons with properties, and it may be that they may have escaped. Whenever we get any such information, we just enquire into the matter and catch hold of the accountable persons.

Shri Keshavaiengar : May I know the total number of cases in which evasions took place? Since this recovery refers to the State of Uttar Pradesh, may I know whether Uttar Pradesh dominates even in death duty over the other States?

Shri M. C. Shah : No ; Uttar Pradesh does not dominate over other States in death duty.

Shri Ibrahim : May I know the number of cases, pending in 1955?

Mr. Speaker : Why is Uttar Pradesh marked out?

Shri M. C. Shah : Because they pay the †least.

In Uttar Pradesh, the number of cases from 1st April 1955 to 31st January 1956 is as follows :

Cases registered—106.

Cases disposed of—79.

Cases pending—120.

Demand up to 31st January, 1956—Rs. 32,98,998.

As for the amount collected, I have already given the figures.

Mr. Speaker : Next question.

Shri B. D. Pande : Could the Minister give us the figures for Madras also?

Mr. Speaker : The Minister need not answer.

CENTRAL RESERVE POLICE

***906. Chaudhuri Muhammed Shaf-fee :** Will the Minister of Home Affairs be pleased to state:

(a) whether some dacoits have been

arrested, wounded or killed by the personnel of C.R.P. in India since 1952 ;

(b) if so, the number of such dacoits and the places where arrested etc. (State-wise) ; and

(c) the total amount spent and the reward, if any, given to the C.R.P. personnel?

The Minister in the Ministry of Home Affairs (Shri Datar) : (a) Yes.

(b) As in the attached statement. [See Appendix V, annexure No. 46.]

(c) The total amount spent on rewards from 1952 to-date is Rs. 7,009.

Chaudhuri Muhammed Shaf-fee : May I know the number of dacoits who are still to be arrested? During the last two or three years, only three persons had been arrested.

Shri Datar : The number is still to be known. I cannot give the exact number. But they are being looked for and handed over to the local State police.

ARCHAEOLOGICAL FINDS AT LUCKNOW

***907. Shri Bishwa Nath Roy :** Will the Minister of Education be pleased to state whether it is a fact that a discovery of great Archaeological importance has been made recently at Lucknow?

• The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : Some potteries of the Northern Black Polished Ware and ringwells have been found in the Lakshman Tila, Lucknow. But until further excavations are carried out and examination made, nothing can be said about the importance of the discovery.

Shri Bishwa Nath Roy : May I know the excavation work to be undertaken this year?

Dr. M. M. Das : We have sent an officer to survey that particular spot and we are awaiting the report from

him. As soon as the report is received by us, we shall consider.

Shri Bishwa Nath Roy : May I know whether Government have any idea so far about the period to which the articles found there belong?

Dr. M. M. Das : So far as the northern black polished ware is concerned, it refers to a civilisation which existed in this country towards the middle of the first millennium, that is, about 500 B. C.

BASIC EDUCATION

***909. Shri Bibhuti Mishra :** Will the Minister of Education be pleased to state whether Government have given any directions to the Central Government authorities as well as State Governments to give preference to students who have passed Basic Education Examinations while making appointments to Services?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : No, Sir.

श्री बिभूति मिश्र : क्या सरकार को पता है कि जो लड़के बेसिक स्कूलों से पास होकर निकलते हैं उन्हें नौकरी नहीं मिल रही है ? अगर यह सही है, तो सरकार को बेसिक स्कूल खोलने की क्या आवश्यकता पड़ी थी ?

Dr. M. M. Das : We propose to bring this matter, when the Central Advisory Board's recommendation is in our hands, to the notice of the State Governments. We have no power, and no constitutional authority to issue any instruction to them. But we can request them.

श्री बिभूति मिश्र : क्या सरकार केन्द्रीय सचिवालय में बेसिक स्कूलों से पास हुए लड़कों को रखेगी ?

Dr. M. M. Das : We have brought this matter to the notice of the other Ministries also.

* * *

श्री बिभूति मिश्र : क्या सरकार को पता है कि अब तक इन बेसिक स्कूलों से कितने विद्यार्थी पास होकर निकले हैं ?

Dr. M. M. Das : I shall be glad to answer the question, if the hon. Member gives me notice of the question.

जनगणना रिपोर्ट

*** ६११. श्री बिभूति मिश्र :** क्या गृह-कार्य मंत्री यह बताने की कृपा करेंगे कि क्या सरकार के पास पुरानी जनगणना-रिपोर्टों की प्रतियां उपलब्ध हैं ?

गृह-कार्य मंत्रालय में मंत्री (श्री दातार) : जी हां ।

श्री बिभूति मिश्र : क्या सरकार यह बतला सकती है कि अगर कोई पिछले २५ साल के सेंसस रिपोर्ट्स चाहे तो उसे कितना रुपया देना होगा ?

Shri Datar : It is Government's desire to have up to date sets of the censuses at least from 1872 onwards. Government have been in communication with the State Governments and are trying to get missing copies so as to construct two sets for Government.

श्री बिभूति मिश्र : यह जो कापी नहीं मिल रही है इसकी पूर्ति के लिए सरकार क्या इन्तिजाम कर रही है ?

Shri Datar : I could not follow the question.

Shri Bibhuti Mishra : So far as missing copies are concerned, are Government thinking of arrangements to recover all those missing copies?

Shri Datar : That is what I have stated. So far as Government are concerned, there are some copies in the National Library at Calcutta, and some in the Central Archaeological Department, New Delhi. But Government, for the purpose of the census department always require these copies, and therefore, two copies are to be fully got from all the States together.

श्री बिभूति मिश्र : क्या सरकार ने यह पता लगाया है कि किन किन अफसरों की गलती से यह कापी खोयी है ? अगर हां, तो उनको सरकार क्या सजा दे रही है ?

Shri Datar : There is no *galti* so far as this matter is concerned. We are dealing only with old censuses that is, those relating to 1872, 1881 and 1891. So far as recent censuses are concerned, the copies are intact.

Shri T. N. Singh : May I know whether Government have taken the trouble of circularising so as to find out whether private persons may not have those missing copies with them,—and if they have then we can get those copies from them?

Shri Datar : So far as we are concerned, we have addressed letters to the State Governments, and we have requested the State Governments to exhaust all the sources including the private ones also, so that we could have full sets.

ALL INDIA LIABILITY ALLOWANCE

***894. Shrimati Renu Chakravartty** (on behalf of **Shri T. B. Vittal Rao**) : Will the Minister of Finance be pleased to state the reasons for stopping the All India Liability Allowance admissible to the employees of Defence Accounts?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha) : The All India Liability Allowance was sanctioned for certain categories of the staff of the Indian Audit Department and for the staff of the Defence Accounts Department on account of their liability for transfer anywhere in India. Subsequently, it has been found that there are many other departments of the Central Government where a similar liability operates. On re-examination, therefore, it has been decided to have a uniform policy and the allowance has been withdrawn from both these departments. The withdrawal is being effected in gradual steps.

Shrimati Renu Chakravartty : May I know if the liability allowance which has been paid to the staff of the Defence Accounts department is going to be recovered or it has been stopped only for the future?

Shri A. C. Guha : I think it will be only for the future. There also, we are not going to withdraw the allowance all at a time, but in gradual steps, as I have stated.

DELHI POLYTECHNIC

***899. Shri H. G. Vaishnav :** Will the Minister of Education be pleased

to state whether it is a fact that Government are considering the question of starting a National Certificate Course in Engineering at the Delhi Polytechnic?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : The Delhi Polytechnic is already conducting the National Certificate Course in Engineering.

Shri H. G. Vaishnav : May I know what happened to the recent agitation in the institution in this connection?

Dr. M. M. Das : The students of this National Certificate Course in Engineering did not attend their classes on 21st February last. They put up a demand that part-time courses for National Diploma in Engineering should be opened somewhere in India.

Shri H. G. Vaishnav : Is that demand being considered?

Dr. M. M. Das : So far as the Delhi Polytechnic is concerned, it is not easy to fulfil this demand because already several courses are run in this Polytechnic and there is difficulty about staff, accommodation, equipment etc.

Sardar Iqbal Singh : Do Government propose to raise this Delhi Polytechnic to the standard of the Engineering University?

Dr. M. M. Das : No. The Engineering Section of this Polytechnic which gives degrees is already affiliated to Delhi University.

श्री भक्त दर्शन : क्या गवर्नमेंट के ध्यान में यह बात आई है कि यद्यपि यह संस्था केन्द्रीय सरकार के अन्तर्गत है तथापि इसमें एक ही प्रान्त विशेष के जैसे पंजाब के विद्यार्थी ज्यादा लिये जाते हैं, तो क्या इसमें दूसरे प्रान्तों के भी जो विद्यार्थी प्रान्त चाहते हैं, उनके लिए इसमें कोई कोटा निश्चित करने का विचार किया जा रहा है

Dr. M. M. Das : I have got no information about this at present.

Shri T. N. Singh : What is the system of admission of students to the various courses? Are there any rules laid down and if so, what are those rules?

Dr. M. M. Das : It is a different question which does not arise out of this. I want notice.

UNIVERSITY GRANTS COMMISSION

***901. Shri N. R. Muniswamy** (*on behalf of Shri Kajrolkar*) : Will the Minister of Education be pleased to state whether the University Grants Commission has any rules for recruitment of officers and other staff in the service of the Commission?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : No, Sir. But recruitment is generally made by transfer from other offices or by requisition from Employment Exchange or by advertisement. In the case of direct recruitment from outside, selection is made by a Selection Committee.

Shri N. R. Muniswamy : May I know whether the post of Superintendent has been filled up without proper advertisement? May I also know whether in the case of the Development Officer, he has not satisfied the terms and conditions of the advertisement in the sense that he did not possess the requisite qualification of ten years' experience in the educational line and five years' experience in the administrative section. Ultimately, one gentleman was appointed who has not satisfied all these conditions.

Mr. Speaker : Is it a question or a speech?

Shri N. R. Muniswamy : I will put it in another form.

Mr. Speaker : Order, order. If so many sentences do not contain the question, it is not a question.

Shri N. R. Muniswamy : I will put a question directly. Have irregularities with regard to the internal administration of the University Grants Commission been brought to the notice of the Minister? These appeared in the *Hindusthan Standard* dated the 10th. One Assistant Secretary was appointed.

Mr. Speaker : Once again the same thing is asked. The first part of the question may be answered.

Dr. M. M. Das : I could not follow it.

Shri N. R. Muniswamy : A Development Officer was appointed without due consideration as to the terms and conditions published in the advertisement. What is the reason for it?

Dr. M. M. Das : I think it is absolutely without foundation. The two Development Officers who were appointed are highly qualified. I can mention their qualifications. One is Dr. B. D. Laroia, B.Sc. (Hons.) Punjab, 1st class 1st, B. A. (Hons.) (Oxon.), DIC (London), Ph. D. (London). The other is Dr. P. J. Philip, M. A. (Madras), 1st class 1st., M. Litt. (Madras), Ph. D. (London).

Shrimati Renu Chakravartty : May I know what is the length of the experience?

Dr. M. M. Das : That is not here. But both of them were serving in a good capacity.

Shri A. M. Thomas : May I enquire whether rules under the new University Grants Commission Act have been framed and may I also know whether the new Commission under the Act will function from 1st April, 1956?

Dr. M. M. Das : I am not sure, but I think so. The rules are being framed now. When they are framed under the Act, they will be placed on the Table of the House. I think that is the procedure.

Shri N. R. Muniswamy : Is it a fact that a retired officer of the Education Ministry was appointed as Assistant Secretary on a salary higher than what he was entitled to? Is it a fact that when that irregularity was brought to the notice of the Ministry by the Finance Ministry, the excess amount that has been paid to him was met by Government?

Dr. M. M. Das : There was some irregularity about the fixation of pay. But when a circular of the Government of India, Finance Ministry, came to the department, they regularised it themselves. It was not pointed out by any other department. The circu-

lar of the Finance Ministry reached the department and they on their own mended it.

LEAVE RULES OF GOVERNMENT EMPLOYEES

***910. Shrimati Renu Chakravartty** (on behalf of **Shri T. B. Vittal Rao**): Will the Minister of Finance be pleased to refer to the reply given to Starred Question No. 694 on the 9th December, 1955 and state:

(a) whether Government have since finalised their proposals regarding the removal of disparities in the leave rules of various classes of Government employees;

(b) if so, the nature of the decision;

(c) the date from which this will be given effect to; and

(d) if the reply to part (a) be in the negative, the reasons for the delay?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) No, Sir.

(b) and (c). Do not arise.

(d) The matter is of some complexity and has to be examined having regard to various factors including the nature and conditions of work of these and other comparable employees and the present entitlements. Some further time is likely to elapse before a final decision is reached.

Shrimati Renu Chakravartty: In view of the fact that almost every department of Government has been complaining about these leave rules, may I know whether Government have set up a committee? If so, by what time, Government expect their report would be finalised?

Shri M. C. Shah: We propose to finalise it soon. As I said, it is a very complex question and financial considerations are also there. There are about 9 lakh odd class IV employees. Out of these 9,05,000, 6,25,000 are in the railways and

2,80,000 on the civil side. This has to be examined very carefully to see what will be the other repercussions and so on. All these things have to be gone into.

Shrimati Renu Chakravartty: How many of the Ministries have been examined and how many more remain to be examined?

Shri M. C. Shah: It is not a question of Ministries' examination. This is a question to be examined by the Home Ministry and the Finance Ministry. Both of the Ministries examine this question and come to a conclusion.

Shrimati Renu Chakravartty: That was not my question. The leave rules of various categories of staff in various Ministries are being looked into. I would like to know how many categories of staff belonging to the various Ministries, and how many Ministries, have been examined so far and how many still remain to be completed?

Shri M. C. Shah: This is a question with regard to the class IV employees; it is not a question regarding class I, II or III staff. As regards the leave rules of class IV employees, we have to just examine the question.

ARCHAEOLOGICAL FINDS IN HADIAYA

***895. Sardar Iqbal Singh** (on behalf of **Shri Gadilingana Gowd**): Will the Minister of Education be pleased to state:

(a) whether bones believed to be those of human beings of an unknown period have been unearthed in the 'sinking town' of Hadiaya; and

(b) whether the State Government of PEPSU has approached the Central Archaeological Department to depute a representative to study the finds?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) Yes, but these have not yet been identified.

(b) Yes.

Sardar Iqbal Singh : Do Government propose to start excavation on this site?

Dr. M. M. Das : Excavation will be started if it is considered necessary. Our officer has not yet visited the place. He will soon visit the place, and after his report is submitted, we will consider it.

Sardar Iqbal Singh : May I know whether there is any difference of opinion between the Archaeological Department officers of the Centre and the PEPSU Government in this matter, and do Government propose to have a thorough inquiry in this matter?

Dr. M. M. Das : We are not aware of any difference of opinion about this.

ALLOTMENT OF DATES TO VARIOUS MINISTRIES FOR QUESTIONS

Shri Gidwani : Sir, I think the dates may be changed for the different Ministries because we find on a particular date more important Ministries are fixed and on others there are less important.

Mr. Speaker : If the hon. Member has any suggestions to make, he will put those suggestions on paper and send them to me. I will consider them.

CORRECTION OF ANSWER TO SUPPLEMENTARY QUESTION

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah) : with your permission, I will just correct one reply to a question on Estates Duty, with regard to U. P. It stands second; I am sorry that was a slip made by me in regard to starred Question No. 904.

WRITTEN ANSWERS TO QUESTIONS

TRAINING CENTRES FOR THE BLIND

***893 Shrimati Ila Palchoudhary :** Will the Minister of Education be pleased to state:

(a) the places where the Central

Government's Training Centres for the Adult Blind are located; and

(b) the duration and nature of training given at the respective Centres?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) One Centre at Dehra Dun.

(b) The normal duration of training at the Training Centre for the Adult Blind, Dehra Dun is two years. Training is imparted in (i) handicrafts like chair calling, weaving of woollen and cotton textiles, candle making, plastic moulding; (ii) Braille and type-writing to trainees having some academic education; and (iii) music to trainees who have the necessary aptitude.

NATIONAL FUNDAMENTAL EDUCATION CENTRE

***903. Shri M. Islamuddin :** Will the Minister of Education be pleased to refer to the reply given to Starred Question No. 151 on the 27th July, 1955 and state :

(a) the date from which the first Session of National Fundamental Education Centre would start; and

(b) the manner in which the selection of candidates for training and research at the National Fundamental Education Centre, Delhi would be made?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) No date has yet been fixed.

(b) Not yet determined.

SAHITYA ACADEMY

***905. Shri B. S. Murthy :** Will the Minister of Education be pleased to state the number of books translated from one language into another by the Sahitya Academy during 1955-56?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : Five books have been translated from one language into another by the Sahitya Academy during 1955-56.

CORRUPTION CASES AGAINST GOVERNMENT OFFICIALS

518. { **Chaudhuri Muhammed**
Shaffee :
Sardar Iqbal Singh :

Will the Minister of **Home Affairs** be pleased to state:

(a) the number of corruption cases filed against the officers of the Government of India in 1955;

(b) the number of cases in which punishment has been awarded; and

(c) the number of cases that are still pending decision?

The Minister in the Ministry of Home Affairs (Shri Datar) : (a) to (c): A statement is laid on the Table of the House. [See Appendix V, annexure No. 47.]

EDUCATION OF THE HANDICAPPED

519. **Sardar Iqbal Singh :** Will the Minister of **Education** be pleased to state:

(a) the names of the members and the States who have appointed State Advisory Councils for the education of the handicapped; and

(b) the total grants or loans given to the State Governments for the purpose (State-wise)?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) As far as our information goes, no State Government has so far set-up State Advisory Council for the education of the handicapped.

(b) Does not arise.

EXCAVATIONS IN PUNJAB

520. **Shri D. C. Sharma :** Will the Minister of **Education** be pleased to state:

(a) the number of excavations carried out in the State of Punjab during 1955 to discover ancient historical monuments; and

(b) the amount spent thereon?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) the number of excavations carried out in the State of Punjab during the financial year 1954-55 is 2.

(b) Rs. 54,856-11-6.

CENTRAL SECRETARIAT CLERKS

521. **Shri D. C. Sharma :** Will the Minister of **Home Affairs** be pleased to state:

(a) the number of confirmed clerks in the Central Secretariat at the end of February 1956; and

(b) how many are awaiting confirmation?

The Minister in the Ministry of Home Affairs (Shri Datar) : Under the Central Secretariat Clerical Service Scheme the authorised permanent strength was fixed at 1,450 in the Upper Division and 3,100 in the Lower Division as on 1st May, 1954. Against this, 45 Upper Division Clerks and 261 Lower Division Clerks, who were already permanent in their respective grades, have already been appointed to the Service.

Against the remaining 1,405 posts in Upper Division and 2,839 in Lower Division, confirmations are being made as and when necessary formalities such as passing the Union Public Service Commission typing test etc., are completed.

In addition, there is a large number of temporary clerks who will be confirmed in their turn as and when vacancies arise in future.

GRANTS TO SCHEDULED TRIBES

522. **Shri D. C. Sharma :** Will the Minister of **Home Affairs** be pleased to state:

(a) whether the Government of the Punjab have approached the Government of India to increase the grant for Scheduled Tribes for the year 1955-56; and

(b) if so, with what results?

The Minister in the Ministry of Home Affairs (Shri Datar): (a) and (b). Yes, Sir. The Government of Punjab requested the Government of India to increase the Central grants for scheduled tribes during 1955-56

from Rs. 9.00 lakhs to about Rs. 11.00 lakhs. Against this, a sum of Rs. 9.29 lakhs was sanctioned during 1955-56 for the welfare of Scheduled Tribes and development of Scheduled Areas in that State.

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LOK SABHA DEBATES

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LOK SABHA

Friday, 23rd March, 1956

The Lok Sabha met at Half Past Ten of the Clock.

[MR. SPEAKER in the Chair]

QUESTIONS AND ANSWERS

(See Part I)

11-25 A.M.

MOTION FOR ADJOURNMENT

FORMATION OF MINISTRY IN TRAVANCORE-COCHIN

Mr. Speaker: I have received notice of an adjournment motion from Shri A. K. Gopalan on the failure of the Government of India to avert an undemocratic situation created in the State of Travancore-Cochin. I would like to know from the hon. Member if it is not the province of the Rajpramukh to call any person who commands the confidence of the House. If the Governor or Rajpramukh calls some other person, it is possible that as soon as he takes office a vote of no-confidence may be passed against him and he will be dislodged. If nobody is appointed Minister and the Governor takes charge of the Administration, then the matter has to come up here and it is then time for this House to say what it intends saying. How is this relevant and what jurisdiction has this House at this stage to go into this matter?

Shri A. K. Gopalan (Cannanore): As has been pointed out, there was the resignation of the Congress Ministry in Travancore-Cochin. After the resignation of that Ministry, the Rajpramukh called one of the leaders of other parties and according to reports the P. S. P. leader, Pattom Thanu Pillai said that he will be able to form a Ministry and on the 20th he gave a list of those persons who have signed a list and said that there were about 60 people who would be able to form a Ministry. After that, other leaders were called. The question now is that there should not be a constitutional

1—30 L. S.

crisis; another Ministry should be formed. So, if there is a possibility of forming a Ministry, it is the duty of the Rajpramukh to see that the Ministry is formed. But if there is a calculated delay it may not be formed. So, I want to know what the position is, whether there is any possibility of forming a Ministry. If the Rajpramukh is not calling that person to form the Ministry there will be President's rule. They have already given the names; but the Rajpramukh has not called them after the 20th.

Mr. Speaker: I will assume all the facts are true. Is it not open to the Governor to say whether he has got confidence in these signatories, whether they will stand by it or whether a stable Government is likely to be formed or not? I am now on the question of jurisdiction. Does the hon. Member say that we must issue instructions or that the Government of India is competent to issue instructions? Is it not the peculiar right of the Governor or the Rajpramukh to call any person whom he thinks fit to form the Ministry? What right has the Central Government to give him advice? That is the simple point. Let us not go into details, whether Shri Thanu Pillai has got 61 persons or not. It is for the Rajpramukh to decide. If he does not think so and decides that there ought to be President's rule, then no President's rule can be established unless Parliament agrees to it. The Parliament has the right to find out whether the action taken is right or not. Now, it is simply a question of jurisdiction. If the Central Government can do anything, I will certainly allow it.

Shri V. P. Nayar (Chirayinkil): May I submit one thing, Sir? This morning every paper has featured that the matter has to be decided by the Central Cabinet and that the Cabinet will have a session this morning to consider this particular question. It has come out in the papers today that the Central Cabinet is meeting this morning to consider this specific question. If,

[Shri V. P. Nayar] as you have said, the question of jurisdiction has to be taken into consideration, I submit that since the Central Cabinet has gone into the question as reported in the Press or is going into the matter shortly, it is a matter which gives us jurisdiction to consider what it is about.

Shri M. S. Gurupadaswamy (Mysore): The point is this. The Central Cabinet is responsible to this House to give full information about the happenings in Travancore-Cochin in respect of the resignation of the previous Ministry and the subsequent developments. The Central Government has to come to a decision in this matter whether there should be President's rule or not. But, here, we are concerned with one aspect of the matter and that is, the Central Government should not issue instructions to the Rajpramukh to call only one particular leader and not any other leader to form the Ministry. It is a question of propriety.

Mr. Speaker: I am now concerned with the question of jurisdiction.

Shri M. S. Gurupadaswamy: Because it is a point of propriety as well as.....

Mr. Speaker: Very well, the hon. Member has nothing more to say. I am anxious to know how this House is clothed with jurisdiction or how the Government is concerned.

The Minister of Home Affairs (Pandit G. B. Pant): As you have been pleased to observe, the Rajpramukh has the primary jurisdiction in the matter. The complaint here is that something undemocratic is being done. I agree that something undemocratic is being attempted by means of this adjournment motion. We are asked to impose our will on the Rajpramukh who has complete jurisdiction to exercise his own discretion, whether the signatures are genuine and whether the number is 60, 70 or even 90. That is not my concern. The Rajpramukh is entitled to form his own opinion and it is for him to invite anybody to form the Government; or, in case, he is satisfied that no stable government can be formed, to take such other steps as may be open to him under the Constitution. So I do not see how the Parliament can ask me to direct the Rajpramukh to adopt undemocratic ways at this stage. If any proclamation is issued, then it will come

before the House and, under the law, it will have an opportunity of expressing its opinion.

Shrimati Renu Chakravartty (Basirhat): May I take it that the Central Cabinet is not discussing it at all?

Mr. Speaker: Many things will be discussed but the question is, so far as the adjournment motion is concerned, is it the responsibility of this Government or is it the responsibility of the Rajpramukh there. It will be certainly undemocratic to seize the jurisdiction of the Rajpramukh or allow this Government to have supervisory control over the Rajpramukh when the Constitution definitely empowers the Rajpramukh to decide who ought to be his Chief Minister. If perchance he does not allow any person to serve as Chief Minister and a proclamation is issued, then hon. Members have ample jurisdiction to discuss the matter. But, I do not think now it is in the competence of this House to discuss this matter. The adjournment motion is, therefore, disallowed.

DEMANDS FOR GRANTS*

Mr. Speaker: The House will now take up discussion of the Demands for Grants Nos. 95, 96, 97, 98, 99, 100, 140, 141 and 142 relating to the Ministry of Transport. As the House is aware, 3 hours have been allotted for the Demands of this Ministry.

There are a number of cut motions to these various demands. Hon. Members may hand over the numbers of the selected cut motions which they propose to move at the Table, within 15 minutes. I shall treat them as moved, if the members in whose names those cut motions stand are present in the House and the motions are otherwise in order.

The time-limit for speeches will, as usual, be 15 minutes for the members including movers of cut motions, and 20 minutes if necessary, for Leaders of Groups.

DEMAND NO. 95—MINISTRY OF TRANSPORT

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 44,53,000 be granted to the President to complete the sum

*Moved with the recommendation of the President.

necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Ministry of Transport'."

DEMAND No. 96—PORTS AND PILOTAGE

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 62,64,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Ports and Pilotage'."

DEMAND No. 97—LIGHTHOUSES AND LIGHTSHIPS

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 98,73,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Lighthouses and Lightships'."

DEMAND No. 98—CENTRAL ROAD FUND

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 4,99,30,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Central Road Fund'."

DEMAND No. 99—COMMUNICATIONS (INCLUDING NATIONAL HIGHWAYS)

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 5,09,67,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Communications (including National Highways)'."

DEMAND No. 100—MISCELLANEOUS DEPARTMENTS AND EXPENDITURE UNDER THE MINISTRY OF TRANSPORT

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 40,24,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Miscellaneous Departments and Expenditure under the Ministry of Transport'."

DEMAND No. 140—CAPITAL OUTLAY ON PORTS

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 4,40,00,000 be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Capital Outlay on Ports'."

DEMAND No. 141—CAPITAL OUTLAY ON ROADS

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 12,97,08,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Capital Outlay on Roads'."

DEMAND No. 142—OTHER CAPITAL OUTLAY OF THE MINISTRY OF TRANSPORT

Mr. Speaker: Motion moved:

"That a sum not exceeding Rs. 1,95,71,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Other Capital Outlay of the Ministry of Transport'."

श्री रघुनाथ सिंह (जिला बनारस—मध्य):
अध्यक्ष महोदय, मैं सब से पहले श्री लाल बहादुर शास्त्री जी को, श्री अलमगेशन जी को बधाई देना चाहता हूँ कि उन्होंने जहाजरानी के विकास

[श्री रघुनाथ सिंह]

के सम्बन्ध में काफी कार्य किया है। लेकिन यदि आप विश्व की स्थिति को देखेंगे तो आपको मालूम होगा कि हमारी उन्नति उतनी अधिक नहीं हुई जितनी अधिक होनी चाहिए थी।

जहाज के व्यवसाय में तकरीबन ४० करोड़ रुपये लगे हैं। इसमें से सरकार ने १८ करोड़ रुपया ऋण के तौर पर दिया है और बाकी २२ करोड़ रुपया है वह कंपनियों ने लगाया है। द्वितीय पंचवर्षीय योजना बनाई है उसके पूरा हो जाने पर हमारे पास सिर्फ ६ लाख टन के जहाज हो सकेंगे। परन्तु सारे विश्व के पास इस वक्त १ करोड़ ५६ लाख टन के जहाज हैं अर्थात् इस वक्त हमारा अनुपात विश्व के जहाजी व्यवसाय में आधे सेकड़े का है, ५० पर सेंट का है और पांच बरस के बाद भी यह अनुपात शायद २५ परसेंट रह जायेगा। इसका कारण यह है कि हम ने अपनी द्वितीय पंचवर्षीय योजना में जो टारगेट (लक्ष्य) रखा है वह केवल ६ लाख टन का ही रखा है। अब मैं यह बतलाना चाहता हूँ कि क्या कारण है कि हमारी प्रगति इतनी धीमी है और कैसे इस को तेज किया जा सकता है। इस सम्बन्ध में मुझे यह कहना है कि १५० करोड़ रुपया प्रतिवर्ष हम विदेशी कंपनियों को जहाजों के भाड़े के रूप में देते हैं। आपको याद होगा कि सन् १९४७ से लेकर १९५२ तक हम लोगों ने करीब १५६ करोड़ रुपया खाद्यान्नों के लाने में व्यय किया है। अगर इस रुपये को हम थोड़ा-थोड़ा करके जहाजी व्यवसाय में लगाते गये तो आज हमारे पास १३ लाख टन के जहाज हो जाते अर्थात् द्वितीय योजना के पूरा होने तक जो हम ने लक्ष्य अपने सामने रखा है उसको हमने १९५२ में ही प्राप्त कर लिया होता।

अब सवाल पैदा होता है कि आखिरकार यह जो समस्या है इसको कैसे सुधारा जाये। इस को सुधारने के वास्ते दूसरे देशों ने जो उपाय अपनाये थे, उनमें से कुछ के उदाहरण मैं आपके सामने प्रस्तुत करना चाहता हूँ। आज हमारे सामने जापान, इटली और जर्मनी के उदाहरण हैं। जिन नीतियों पर ये देश चले, उन्हीं नीतियों को हम यहां पर अपना सकते हैं और उनका अनुकरण हम कर सकते हैं। मैं सबसे पहले आपके सामने जापान का उदाहरण पेश करता हूँ। युद्ध के अन्त में जापान के पास केवल १ लाख टन के जहाज काम लायक थे और उसके बाद जापान ने करीब ३६ लाख टन के जहाज बनाये। सात साल के अन्दर जापान के पास ३५ लाख टन के जहाज हो गए। आप पृथ्वी कि जापान

ने इतनी तरक्की कैसे की। जापान ने तरक्की इस प्रकार की कि उसने ३०० करोड़ रुपया जहाजी कंपनियों को ऋण के तौर पर दिया। ऋण भी उसने इस प्रकार दिया कि ४३ प्रतिशत तो सबसिडी (अर्थ सहायता) के रूप में दिया गया और ५७ प्रतिशत जापान के कमरशन बैंक ने उनको ऋण के तौर पर दिया। इस प्रकार से प्रतिटन जहाज के निर्माण में जितना रुपया लगता था वह सारा का सारा या तो सरकार ने दिया या फिर कमरशल बैंक ने दिया। इस प्रकार से ३०० करोड़ रुपये की लागत से जापान ने अपने जहाज के व्यवसाय का विकास किया। इस वर्ष भी यदि आप देखें तो आपको मालूम होगा कि जापान ने अपने बजट में ४ करोड़ ६७ लाख रुपया इस वास्ते रखा है कि यदि वहाँ की जो कंपनियाँ हैं वे विदेशी कंपनियों से या विदेशी बैंकों से रुपया उधार लें तो उस पर जो सूद पड़ता है वह सरकार अपनी ओर से दे सके। दूसरे जहाजों के निर्माण में जो लोहा खर्च होता है वह भी जिस भाव पर लोहा ओरों को बेचा जाता है, उससे एक सौ रुपया प्रति टन के हिसाब से सस्ता इन कंपनियों को दिया जाता है। तीसरी बात यह है कि उन्होंने एक एक्ट (अधिनियम) पास किया है जिसका नाम कि शुगर लिंक सिस्टम है। इसका मतलब यह है कि देश में जितनी भी चीनी की मिलें हैं उससे जो भी लाभ होता है, वह सारे का सारा जहाजों के लिये खर्च कर दिया जाता है। इस प्रकार आप देखेंगे तो आपको मालूम होगा कि युद्ध के बाद से उनके पास ३७ लाख टन के जहाज हो गये हैं जब कि उससे पहले केवल एक लाख टन के जहाज उनके पास काम लायक थे।

अब मैं आपके सामने जर्मनी का उदाहरण रखना चाहता हूँ। युद्ध के पश्चात जर्मनी के पास केवल ७५,००० टन के जहाज थे। आज जर्मनी के पास करीब २० लाख टन के जहाज हैं। उसने जहाजरानी के विकास के लिए तीन चार सिस्टम निकाले। पहला तरीका तो यह निकाला कि रिकंस्ट्रक्शन (पुनर्निर्माण) के वास्ते स्टेट की तरफ से सहायता दी जाए। दूसरा सिस्टम यह किया कि उन लोगों को जो अपना रुपया जहाजी व्यवसाय में लगायेंगे उनके ऊपर इनकम टैक्स नहीं लगेगा। तीसरा तरीका यह निकाला कि अगर कोई कंपनी जहाज बनाती है तो उस जहाज में जितना रुपया इनवेस्ट (विनियोजन) होता है, उतने में ही उस जहाज को सरकार अपने पास रहन रख ले। १९५४ के अन्त तक २११० मिलियन डालर मार्क जर्मनी ने अपने

जहाजी व्यवसाय में इनवेस्ट किए। यह करीब करीब १४० करोड़ रुपये के बराबर होते हैं। अपने यहां पर इनकम टैक्स का तरीका यह किया है कि अन्त में जाकर आप ८० सकड़ा इनकम टैक्स ले लेते हैं। जर्मनी ने ऐसा किया कि अगर कोई इनकम टैक्स देता है तो उसको इस शर्त पर एगजेम्प्ट (मुक्त) किया जा सकता है कि वह सारा रुपया जहाजी व्यवसाय में इनवेस्ट कर दे। इस तरह से जो भी अपना सारा रुपया इसमें इनवेस्ट कर देता है उसको इनकम टैक्स नहीं देना पड़ता है। यहां पर तो यह तरीका है कि एक लाख या दो लाख के बाद, यदि कोई आदमी १० लाख रुपया कमाता है, तो उससे ८० प्रतिशत तक इनकम टैक्स ले लिया जाता है। लेकिन जर्मनी में अगर कोई सारे का सारा रुपया इनवेस्ट कर देता है इस व्यवसाय में तो उसको एक पैसा भी इनकम टैक्स नहीं देना पड़ता है। इस प्रकार से प्राइवेट सैक्टर को इनवेस्ट करने के लिए वहां की सरकार ने प्रोत्साहित किया। करीब करीब १४० करोड़ रुपया इस प्रकार से इनकम टैक्स के रूप में न देकर के उसको इस व्यवसाय में इनवेस्ट किया गया है।

[MR. DEPUTY-SPEAKER in the Chair]

अब मैं आपके सामने इटली की मिसाल पेश करता हूं। युद्ध के अन्त में इटली के पास ३ लाख टन के जहाज थे। आज इटली के पास ३६ लाख के जहाज हैं। आप हैरान होंगे कि जिस इटली के पास न लोहा है और न कोयला है, उसके पास इतने ज्यादा टन के जहाज कैसे हो सकते हैं। लेकिन यह सत्य है कि उसके पास इतने टन के जहाज हैं। इस के विपरीत भारत के पास लोहा होते हुए भी, कोयला होते हुए भी, साख होते हुए भी इतने ज्यादा जहाज नहीं हैं। मैं इसका कारण आपको बतलाता हूं। इटली ने २५ मार्च १९४६ को ला नम्बर ७५ पास किया। उस ला में कहा गया था कि जो जहाज बनेंगे उनकी कीमत का ३३ प्रतिशत तो सरकार देगी और ४० प्रतिशत सरकार उनको सबसिडी के रूप में देगी, अर्थात् ७३ प्रतिशत रुपया सरकार उनकी देगी। साथ ही साथ जबसे जहाज बनाने का कार्यक्रम आरम्भ होगा तब से तीन बरस तक अगर किसी जहाजी कम्पनी को लाभ होगा तो उसपर कोई इनकम टैक्स नहीं लिया जाएगा। आज हिन्दुस्तान में क्या होता है? अगर कल किसी जहाजी कम्पनी को लाभ होना शुरू हो जाये तो आप सीधे उस पर इनकम टैक्स लगा देते हैं। तो इस प्रकार वहां यह सहायता दी

जाती है कि उनसे तीन बरस तक इनकम टैक्स नहीं लिया जाता।

दूसरी बात इटली में यह है कि वहां रक्षा विभाग अपने बजट में से जहाज के व्यवसाय को सहायता देता है। हमें बड़ा आश्चर्य होता है कि इस विषय में हिन्दुस्तान में रक्षा विभाग बिल्कुल कान में तेल डाले बैठा हुआ है। वह समझता है कि जहाजों के विषय में सारी जिम्मेदारी श्री लाल बहादुर शास्त्री और श्री अलगेशन के सिर पर है। लेकिन आप देखें कि आज दुनिया में दूसरे देशों के रक्षा विभाग वहां के जहाजी व्यवसाय में कितना हिस्सा लेते हैं। इटली के बजट में एक बहुत बड़ी राशि हर साल इस लिए रखी जाती है कि जहाजी कम्पनियों को सहायता दी जाये। वह सहायता करीब करीब तीन मिलियन लीरा की होती है। लेकिन हमारे यहां का रक्षा विभाग इस और कोई ध्यान ही नहीं देता। त्यागी जी को यह मानना चाहिये कि केवल त्याग से ही देश का काम नहीं चलेगा, उनको कुछ दान भी करना होगा तब काम चलेगा। हिन्दुस्तान की रक्षा त्याग से नहीं होगी बल्कि शक्ति से होगी। वह शक्ति कैसे पैदा होगी? वह हमारे जहाजों द्वारा पैदा हो सकती है। पिछले महायुद्ध में पी० एंड ओ० ने ही इंग्लैंड की रक्षा की और अमरीका की रक्षा की। यदि वह न होता तो न तो इंग्लैंड की रक्षा हो पाती और न अमरीका की रक्षा हो पाती। इसलिए आजाद देशों में हमेशा से रक्षा विभाग यह प्रयास करता आया है कि जहाजी व्यवसाय को सहायता दी जाये। आपको मालूम होना चाहिए पाकिस्तान का ८० प्रतिशत बजट सुरक्षा के लिए है। हमारी २००० मील की कोस्ट लाइन (समुद्रतट) है। क्या आप इसकी रक्षा एक या दो क्रूजर और डेस्ट्रॉयर से कर सकेंगे। दुनिया में कहा गया है कि मरचेंट नेवी (वणिज्य पोत) सैकिंग लाइन आफ डिफेंस (द्वितीय प्रतिरक्षा पंक्ति) होती है। तो इस सैकिंग लाइन आफ डिफेंस के लिए हमारे रक्षा विभाग का क्या कंट्रीब्यूशन (अंशदान) है यह हम जानना चाहते हैं।

अब आप पूछेंगे कि इस विषय में हमारे सुझाव क्या हैं। क्योंकि समय कम है इसलिये मैं अपने सुझावों को थोड़े में ही आपके सामने रखना चाहता हूं।

मेरा पहला सुझाव तो यह है कि हम अपने डिफेंस बजट में से १० या १५ करोड़ रुपया प्रतिवर्ष जहाज व्यवसाय को सहायता देने के

[श्री रघुनाथ सिंह]

लिए रखें जैसे कि इटली और जर्मनी कर रहे हैं। हमारे एक तरफ 'सीटो' है और दूसरी तरफ 'मीडो' है और इन दोनों के बीच में हमको अपनी २००० लम्बी कोस्ट लाइन की रक्षा करनी है। यह काम आप कैसे करेंगे ? यह काम आप जहाजी व्यवसाय को सहायता देकर ही कर सकते हैं और जब आप उसको सहायता देंगे तो यह व्यवसाय आपकी उसी तरह रक्षा करेगा जिस तरह कि इसने इंग्लैंड, अमरीका और जापान आदि की रक्षा की है।

मेरा दूसरा सुझाव यह है कि जो नये जहाज बनें उन की आमदनी पर आयकर न लिया जाय। कम से कम जैसा कि जर्मनी ने किया है उन की आमदनी पर तीन बरस तक आयकर न लिया जाये। यह आयकर इन पर इसलिये छोड़ा जाय कि उससे वे नये जहाज बनावें।

मेरा तीसरा सुझाव यह है कि जो हिन्दुस्तानी व्यापारी अपना रुपया जहाज के व्यवसाय में लगाना चाहें उनको इनकम टैक्स से मुक्त किया जाये। जैसा कि मैं ने आपको बताया, जर्मनी में जो व्यवसायी अपना रुपया जहाज के व्यवसाय में लगाना चाहते हैं उनसे उतनी हद तक आयकर नहीं लिया जाता। इसका परिणाम यह होगा कि जो अपनी आमदनी का ८० प्रतिशत वह सरकार को देगा उसे इस व्यवसाय में लगावेगा क्योंकि इसमें उसको लाभ होगा। तो ऐसा करने से व्यापारी का भी लाभ होगा और जहाज के व्यवसाय के विकास से जनता को भी लाभ होगा।

चौथी बात मैं यह कहना चाहता हूँ कि जैसा जर्मनी में होता है, जो लोहा जहाजों में लगाया जाये उस पर कम्पनी को कम से कम सौ रुपये ति टन के हिसाब से छुट दी जाये।

प्र

पांचवीं बात मुझे यह कहनी है कि आप जो ऋण जहाजी कम्पनियों को दें उस पर सूद न लिया जाये। हमारे अलगेशन जी और शास्त्री जी डाई करोड़ रुपया जहाजी कम्पनियों की ऋण के रूप में देना चाहते थे पर उन्होंने इसको लिया नहीं। इसका कारण शुरू की उसमें लाभ नहीं हुआ। इसी प्रकार दूसरी जहाजी कम्पनियों की हालत आजकल अच्छी नहीं है। इस बाबत मेरा यह सुझाव है कि जो ऋण इन कम्पनियों को दिया जाये उस पर सूद न लिया जाये।

अब आप कहेंगे कि अगर इन कम्पनियों पर इनकम टैक्स न लिया जाये और जो ऋण उनको दिया जाये उस पर सूद न लिया जाये तो इससे देश को क्या लाभ होगा। मैं आपको बतलाता हूँ कि इससे देश को क्या फायदा होगा। यूनाइटेड किंगडम को जहाज के व्यवसाय से २१६ करोड़ प्रतिवर्ष के फारिन एक्सचेंज (विदेशी मुद्रा) की आमदनी होती है, इटली को १६० करोड़ की, जर्मनी को १०० करोड़ की, जापान को १०० करोड़ की, नाबो को ६७ करोड़ की फारिन एक्सचेंज की प्रतिवर्ष आमदनी होती है। लेकिन हिन्दुस्तान को प्रति वर्ष १५० करोड़ रुपया विदेशों को देना पड़ता है। अगर हमारे जहाजी व्यवसाय का पूरा विकास हो जाये तो यह १५० करोड़ जो हम विदेशों को देते हैं यह बच जायेगा। इसके भलावा सरकार को जो ८० करोड़ प्रतिवर्ष की कस्टम (सीमा शुल्क) से आमदनी होती है यह भी जहाजी व्यवसाय द्वारा ही आती है। तो मेरा कहना यह है कि अगर हम १५० करोड़ प्रतिवर्ष अपना फारिन एक्सचेंज बचा लेंगे तो न हमको अमरीका से सहायता लेने की आवश्यकता होगी, न इंग्लैंड से सहायता लेने की आवश्यकता होगी, न कामनवेल्थ कंट्रीज से सहायता लेने की आवश्यकता होगी। हम अपने पैरों पर खड़े हो सकेंगे। इसलिये मैं आपसे कहता हूँ कि आप मेरे सुझावों की ओर ध्यान दें और अपने जहाजी व्यवसाय का विकास करें।

महात्मा गांधी ने स्वदेशी का आन्दोलन चलाया था। हम गांधीवादी रोज जब सुबह प्रार्थना करते हैं तो स्वदेशी की प्रतिज्ञा लेते हैं। मैं समझता हूँ कि हमारे शास्त्री जी भी रोज यह प्रतिज्ञा लेते होंगे और यह प्रार्थना करते होंगे। तो आज मैं शास्त्री जी से कहना चाहता हूँ कि वह जहाजी व्यवसाय का विकास करने के लिये स्वदेशी का आन्दोलन आरम्भ करें ताकि हमारा जहाजी व्यवसाय स्वदेशी हो जाये। यही हिन्दुस्तान की सबसे बड़ी सेवा होगी।

Shri Anandchand (Bilaspur): I will not tire this House by going into the whole question of the transport system as such in this country. I would only speak a few words about road transport and its policy.

As you know, the achievement of the Ministry will be measured by the degree of co-ordination it succeeds in bringing about in the development of the different forms of transport. If we look into the actual expenditure of the First Plan

on Transport, we will arrive at the figures which, I briefly submit to the House, are as under. From 1951 to 1954 the expenditure on railways was actually Rs. 200 crores while on roads it was Rs. 59 crores. Now, from 1956 to 1961, in the Second Plan, the expenditure on railways is estimated to be about Rs. 900 crores and on roads about Rs. 268 crores. I agree that in this country, railways are bearing the brunt of something like ninety per cent. of the traffic. But I think there is quite a lot of room to increase our transport—whether it is road transport or whether it is inland waterways—to such an extent that the congestion on the railways can be avoided. This can happen if the road transport comes under a kind of co-ordinated scheme in the country.

Now, so far as road transport itself is concerned, I would like to draw your attention to the fact that—as we see the achievements or the activities of the Ministry we find—although we had a Central Board of Transport set up in 1947 it last met in January, 1953 and not after that. That means about three years ago. Of course, the Report says that there had been meetings of the Standing Committee, a sort of monthly or bi-monthly meetings, but I think this shows that not very much importance is being attached to framing a co-ordinated kind of road transport in the country.

The other factor is that the constitutional provisions in regard to the construction and maintenance of various types of roads have also thrown varying responsibilities on the Centre and the States. I will give only two examples, Sir, with your permission. One is the overlapping in taxation. For example, in road traffic there is a lot of overlapping in taxation. The States have been asked, and they are taking steps, to put in taxation whether it is on passenger traffic or goods traffic in such a manner that it is not co-ordinated. I submit that the incidence of this kind of taxation in India—as I have seen the figures in other countries—has reached a very high figure.

The other thing that I was going to speak about was that the nationalisation of passenger transport in this country is not being pushed ahead with the speed that it deserves. It is true that Parliament has enacted the Road Transport Corporation Act in 1950 and the idea was that after this enactment the States would follow one after the other

and have their own road transport and come in the general scheme of nationalised road transport. So far as passenger traffic is concerned, what do we find? We find that in the last year, 1955-56, one State only,—that is PEPSU,—has come forward with the proposal of nationalisation of road transport. Although it is said that other States are looking into the matter they have not in a majority of cases set up any Road Transport Corporations. This is a matter which I think must be gone into in great detail, because in the country as it is today, we are well aware; the House is well aware, the transport arrangements in a number of cases where it is left to private enterprise, passenger traffic or goods traffic,—are far from satisfactory. Moreover, it has also been accepted, in the Second Five Year Plan that, so far as road transport is concerned nationalisation of passenger traffic not only is conducive to the efficient running of these services, provision of more comfort to the passengers and to travel at lesser cost but is also part of the national economy because we spend large sums of money to build up roads, we are opening up the country and therefore this system of nationalised transport is a stand-by which earns and at the same time serves the public at large. So I wish that this thing is taken into consideration and more and more States are asked to fall into line. Maybe there are difficulties. I know private operators in many States—I know especially the State of Punjab has stood in the way—have their own limited companies. Some have put in lots of money in this road transport business. But I think there is hardly any reason why the State cannot pay them off and nationalise the passenger traffic as early as possible.

Now I would also like to make a few observations about the Delhi Transport Authority. As the House knows the Delhi Road Transport Authority came into existence six years ago. I had an occasion to read a Press report. I was not present in the House but I think the hon. Minister was once asked a supplementary question as to whether he was aware that the working of the Delhi Road Transport was the worst in the whole of India so far as traffic was concerned and, I think he admitted that it was bad though it was not the worst!

So far as the Delhi Transport Authority is concerned, there are three grievances that I have to put forward to

[Shri Anandchand]

the Minister in charge and I believe the Members in this House will agree with me. Those three are like this. The first is, high fares are still prevalent. I know that the fares that are being levied at the present moment are 1948 fares. The Report says so. 1948, the year which has been taken as the basic year for these fares, was an year only 3 years after the war when the prices were very high and money was easily available. So the 1948 fares, I think, were on the higher side. Therefore, in 1956 there must be some ground for the revision of these fares and the lowering of these fares in certain cases because I find—I have not much experience of road transport in other States of India, but as compared to the City of Bombay for example—that the fares we pay in the Delhi Transport Service are very much on the higher side.

[MR. SPEAKER in the Chair]

The other thing to which I would like to draw your attention is the rash driving indulged in by the people of this Delhi Transport Service. As a pedestrian—I sometimes walk; of course, very often I might go in the car and there too they are a menace so far as driving is concerned—from a pedestrian's point of view the Delhi Transport Service people are very rash. I think for these public transport vehicles which carry 40 or 50 lives of men, women, and children there must be a certain norm, a certain kind of check on the type of people that we employ because they should not be a danger to the men in the road. I was trying to look at the figures here. Of course the Delhi Transport Authority's figures are there showing how many buses are run on the road, how many passengers are being carried every day and so on, but I do not see here the number of accidents which I believe is quite large. This is most important because the driving, as I said, is rash and negligent. When we go along the road what do we see? In many cases the Delhi Transport Authority buses are left on the road with the mudguard gone or some other part caved in. Why should a public vehicle which is to carry so many lives be driven in such a rash way? I think there is some ground here to go into this question.

The third thing I wanted to say was that there is paucity of shelters. With the vagaries of weather—of course,

there is not so much of rain here as there is in Bombay or other parts of the country—it is a necessity. There is a paucity of shelters in all the bus-stops. I think hardly 5 per cent of them have shelters for the passengers and they have to stand out in the open, in the sun here in June when the season is very hot, in long queues. I think something should be done on that score.

Lastly, I want to say that there is paucity of buses. Perhaps it is not the paucity of buses so much, it is the way that the time-table is set because we have got 400 buses here as I see from this Report. But the time-table is such I think which needs looking into. During rush hours we find large queues of people waiting at the bus-stops. Why go elsewhere; let us look at the Secretariat South Block bus-stop. We find at this bus-stop which is so near us large number of people waiting in the queue for hours to go home because the buses are not available and in whatever buses are available they say: "No space here. It is absolutely crowded".

Therefore, I have said then little things about the Delhi Transport Authority. I am not saying this in any sort of criticism of the Authority as such, if they might take it as a hostile criticism. All that I am trying to point out is that charity begins at home. If we have a transport system, if we are going to nationalise transport in the country, if we want the country and the public to be transport-minded and travel in these vehicles, I think we must start right under our own wings here a road transport system which should serve as a model for the whole country.

I might in the end say a few words about the dire necessity of a kind of Master Plan for transport development in this country. As I tried to put forward in the very beginning, although we have a Central Board of Transport it has not been meeting very often in the last three years. Therefore my proposal is, for whatever it is worth, that to remedy the drawbacks of the transport policy a kind of Transport Development Authority might be set up or a Transport Commission with high powers may be appointed so that it might bring about co-ordination in the schemes of development of different modes of transport and by doing that it might prepare a co-ordinated scheme

not only so far as road transport is concerned but also far inland waterways and shipping.

12 NOON

Shri Mohanlal Seksena (Lucknow Distt. cum Bara Banki Distt.) : I should like to make some suggestions for consideration of this House and the Hon. Minister. Indeed, five years back I had made a suggestion to the Finance Minister in connection with economy that the staff cars given to the various Ministries and departments, may be withdrawn and that the Transport Ministry should maintain a fleet of cars which may be given to the various Ministries as and when they are needed. I do not know whether any consideration has been given to that suggestion of mine. But I know that staff cars are still there, and the funny thing is, their number has gone up. You are aware, and I think everyone here is aware, that the staff cars have become a very big source of wastage and extravagance. Not only that. While officers are supposed to work in the day-time, the staff cars are often seen plying in the night as well, and thank God, the staff cars have not got tongues to wag, otherwise many a reputation would become absolute mud.

I think it is time for the Transport Ministry to learn of the necessity for keeping a separate fleet of cars for use in office as the road corporations run vehicles for the transport of the people. Why can't it maintain a fleet of cars for providing conveyance to the officers as and when they are required? Recently, a case was brought to my notice. An officer of the status of Joint Secretary went to Bombay from Delhi and stayed there for a few weeks. During that period he had requisitioned the services of a staff car from the Bombay Government, and all the time he was using the car, and without bringing it to the notice of the Ministry concerned, he continued drawing D. A. as well. Later on, when the Bombay Government made a debit to the Central Government on account of the use of their car—the amount came to a few thousands—this thing was found out, and interested parties began to work. Ultimately the Finance Ministry was persuaded to make that officer refund only a few hundred rupees which he had drawn in excess of D. A. while staying in Bombay. So, this is how the staff cars are being abused.

I know that during wartime staff cars were introduced and they were a necessity then. But in Delhi, when we are having so many cars plying for hire, why should we maintain so many staff cars? Suppose there are about a hundred or more of staff cars now maintained, I am sure the Transport Ministry, by keeping only about 50 of them, can efficiently and economically make arrangements for the conveyance of the officers as and when necessary. We have got a Public Works Department which does the construction work for all the Ministries; similarly, there is a Government Press, which does the printing work for all the departments. We do not see each and every Ministry having its own P.W.D. arrangements or its own printing arrangements. So, why should not the Transport Ministry have a separate fleet of staff cars for the use of all the Ministries? I ask the Minister to tell me whether this suggestion which I made in 1951, to the Finance Ministry, was ever considered by his Ministry. If not, I would like him to consider it. I shall take up the point again when the Demands for Grants under the Finance Ministry, is taken up and make suggestions for economy.

I would like to refer to another form of transport. I know in the so-called atomic age, it becomes rather incongruous to talk about this form of transport, namely the bullock-cart. But because we talk of big things and of doing them in a big way, the small things escape our attention and also slip off our hands. The small things matter much more so far as the ordinary people are concerned. Sometimes it is a question of life and death for them and therefore, it should not be strange when one talks of bullock-carts. As I shall presently show, bullock-carts lift more goods than all other modes of transport combined, this can be proved by facts and figures.

About six months back I wrote a number of papers dealing with the different aspects of the Second Five Year Plan, and one of them dealt with transport. I sent them to the Chairman of the Planning Commission, the Prime Minister. I wonder whether the hon. Minister of Transport had time to go through it or even any of the officers of the Transport Ministry has examined it. Therein, I have showed that whether we like it or not, we shall have to depend upon the bullock-cart transport for two or three decades to come. It is not possible to manage otherwise. I

[Shri Mohanlal Saksena] have shown that the number of bullock-carts has gone up. It is about 99 lakhs now. It was about 83 lakhs in 1951. It has since increased. Not only that. You will find that we have got about 550,000 far flung villages throughout the country. The Nagpur Plan in regard to the roads, which was prepared in 1943, envisaged that during a period of ten years, if the road mileage could be raised from about 2,60,000 to four lakhs, then at least every village will be brought within a distance of five miles of a *pucca* road. Now, what is the performance? I find that in the first Plan period, they claim that one-third of the target has been completed. Not only that. During the last 13 years, ever since the Nagpur Plan was formulated, I would like to know what has been the progress of development in regard to the roads? I am not satisfied with progress to the extent one-third that they claim to have made. I would like the Minister to show by facts and figures how many roads have been constructed during the First Plan and how many will be constructed during the Second Plan period out of the 1,40,000 miles of roads that was proposed as additional mileage to be constructed by the Nagpur Plan. It is said in the second Plan that nearly two-thirds would have been completed by 1960. That is, within 17 years of the Nagpur Plan, they hope to two-thirds of the target. I am not satisfied. I think there is some mixing up of the figures. I would like the Minister to show by facts and figures how many miles of roads will be built during the next Plan period. Even if his proposals materialise, what would be the result? Even supposing two-thirds is done it would mean that, at least one-third of the villages will still remain beyond five miles of a *pucca* road.

We are naturally fond of making comparisons with other countries and we aspire to come up to the standards of the foreign countries. Now in regard to roads, while in India, we have about 19.16 miles of roads—all forms of roads—for every 100 square miles; in England road mileage is 230; 103 in U.S.A. and 95 in Germany. Our proportion of road mileage to every 100 square miles is only one-tenth of that in Great Britain. When we compare road mileage with the population of the country, the percentage variation becomes still more significant. We find that for every one lakh of population in England, they have got 392 miles of roads. In U.S.A. it is 2,500 miles. In

Germany, it is 265 miles, while in India, it is only 89 miles. For every one lakh of population, we have just 89 miles of roads, while in U.S.A. it is about 2,500. Therefore, whether we like it or not, we shall have to depend upon this form of transport, namely, bullock-cart for two or three decades to come. I am sorry to say that nothing is being done for it. It is said that it is the concern of the State Governments. Many things are the concern of the State Government but still we are planning for the whole country. We have a Transport Board or a Transport Council—I do not know what it is called. It meets very frequently. There was a recent meeting in February. I would like to know whether they have considered this problem.

After all, transport can be a very big bottleneck. Even the Finance Minister in his latest budget speech said that whatever our plans or schemes might be, unless the bottlenecks are removed, they cannot be worked well. Amongst the bottlenecks he referred to the bottleneck of transport.

We also know that the railways wanted more than Rs. 1,400 crores for purposes of expansion of railways in order to lift the additional quantity of goods that would be available during the Second Plan period, namely, 61 million tons. As against that, they have been provided with only Rs. 1125 crores and the authorities feel that with that provision they may not be able to lift more than 43 million tons. So what is to be done? I for one have got many suggestions. Even with that money, with proper savings and re-organisation and rationalisation of transport, I feel we should be able to lift that quantity of goods. But for that I will take some other occasion.

Here I want to confine my observations to this mode of transport only. I am grateful to the hon. the Prime Minister for having raised this question in the National Development Council meeting held on the 20th of January. He brought it to the notice of the members present that whatever the importance of railways and automobiles may be, there is no denying the fact that bullock-carts are lifting the bulk of the goods, and we have to improve the efficiency of bullock-carts. The hon. Minister was present and he said that he will put the question before the Transport Council which was to meet on the 6th or 7th February. I do not know what has transpired and what action if any has been taken.

Not only that, a study group was appointed to study the transport problem. I have gone through its report, a bulky report. It has dealt with the railways. It has devoted about 71 typed pages to automobiles. They have also referred to inland waterways; but not a word has been said about the bullock-carts as if they did not matter—this is our approach.

We have become so much engrossed with big things and doing every thing in a big way that we do not think of these small things which will solve our problem. So in my note I have suggested that the situation requires that we should nationalise transport. We must lift goods by bullock-carts up to a distance of 30 miles. They must lift goods from the farm to the store house in the village and from the village to the nearest marketing town and so on. Automobiles or trucks must lift the goods up to a distance of 200 miles and beyond that the railways. Thereby a number of wagons will be available and the competition will be avoided. Many States have taken steps in the direction of nationalisation of transport. But why not the railways function in such a way and remember that the other forms of transport are auxiliary and not competitors of railways? I am one of those who believe that the railways themselves should take into service bullock-carts and automobiles and organise their services in such a way that the goods may be lifted from the streets and delivered in the streets. It may have many other advantages. So much of corruption can be avoided. Leakage and pilferage can also be avoided. Then the most important consideration is the volume of employment that it will provide. A very large number of persons will be provided with employment.

The hon. Minister in the meeting of the National Development Council had said that for providing pneumatic tyres they may have to give subsidy to the bullock-carts and even if they pay Rs. 200 it will come to a huge figure. This is our approach, which I call the arithmetical approach. I say that once you show the villages that by having these pneumatic tyres they are able to lift more goods, they are able to do more work and they are able to earn more they will themselves come forward and fit their bullock-carts with pneumatic tyres. You have to do it only in the beginning. You begin thinking: there are 99 lakhs bullock-carts and if we

have to fit in pneumatic tyres for at least one lakh bullock-carts, it would be a very huge amount even if we give a subsidy of Rs. 200 each. I am trying to organise a pioneer bullock-cart service regularly in Delhi.

After all, we are going to invest over 200 crores of rupees in the cottage industries. The cottage industries will be located in villages. Raw materials have to be taken to the villages and the manufactured and finished products have to be brought from the villages. How is it to be done? The trucks will not reach those villages.

Mr. Speaker : The hon. Member's time is up.

Shri Mohanlal Saksena : I am going to finish. These trucks will not reach those villages. Again railways are out of the question. Then how are you going to take raw materials to, and the finished products from, the villages? I think it is high time that we started a pilot service or pilot schemes. My submission is that you may entrust this work to the Khadi and Village Industries Board. They may have a small board or a small committee for that purpose. They will work for the improvement of these bullock-carts and see how much they can help in easing the problem of transport.

As I said, I have prepared a long note and have made other suggestions. But I am leaving it to some other occasion. I hope the hon. Minister, if he has not already read it, will go through it and kindly let me know afterwards as to what are his reactions.

I wanted to say something about country-boats. We are talking so much about steamers and ships. But I know that thousands of country boats are remaining idle without any work. Why can't you utilise them? When we are going to have planning and when we know what the additional quantity will have to be transported, why can't we put these idle boats and boatmen into service, give them some employment and also solve to some extent the transport problem of the country?

Shri T. Subrahmanyam (Bellary) : While supporting the Demands relating to the Transport Ministry, I would like to make some observations regarding some matters.

[Shri T. Subrahmanyam]

I shall first take up the inland waterways and the development of railways. The inland waterways were neglected by the British colonial interests. They neglected the development of inland waterways so that they may not compete with the railways. For railways everything had to be brought from England. The rails, the rolling stock, locomotives and all these things were manufactured in England and they found a market here, whereas canals, even though they provided water for irrigation purposes and for drinking purposes and also served as navigational or inland waterways, were completely neglected. For strategic purposes also railways were taken up. These railways were useful for raw materials being taken to England and for consumption goods to be dumped into India. For these reasons the British colonial interests encouraged deliberately the expansion of railways and ignored deliberately the expansion of irrigation and navigational canals. But, nevertheless, this expansion of the railways has proved a great blessing to our country. Today we have 34,278 miles of railways in which we have invested about Rs. 868 crores. It is a legitimate source of pride, it is a blessing in disguise and a great national asset, and we must take it up and expand it. At the same time I earnestly urge that these inland transport and inland waterways should be taken up seriously.

There are at present 5,500 miles of inland waterways of which the important ones are Ganga, Brahmaputra and its tributaries, Godavari and Krishna, the backwaters and canals of Travancore-Cochin, the Buckingham Canal and the Mahanadi Canals in Orissa. We are now on the eve of the Second Five Year Plan, and I suggest that the river valley projects and the multi-purpose projects which we are taking up should also be utilised for purposes of navigation.

At present the Damodar Valley Project is said to provide navigation facilities from Calcutta to the Raniganj coalfields, and in Bombay the Kakrapar Project is going to provide navigation from the sea to the dam site and fifty miles further inland. The Hirakud Dam will make the Mahanadi river navigable for the last three hundred miles down to the sea. There are other projects coming up, and there is the Tungabhadra Project in my district of Bellary. The Canals on the right and left bank

are being completed, and I suggest that these canals should also be used for inland waterways conveniences.

There was one engineer about whom I would like to remind this House on this occasion, and that was Sir Arthur Cotton. He was responsible for the completion of the Godavari Anicut and the Coleroon (Cauveri) Waterworks in the South. He had great imagination and he had even then envisaged the use of irrigation canals as waterways. I saw, several years back, the maps drawn up by him for connecting all the river systems in India, the Ganges, the Brahmaputra, Mahanadi, Godavari, Krishna, Tungabhadra and Cauveri, and he had provided navigation canals throughout India. I suggest that now that we are on the eve of the Second Five Year Plan, this problem should be thought of seriously and navigation or inland waterways transport also should be taken up seriously.

Then I shall take up the subject of tourist traffic. It is an important source of foreign exchange and it is a vital instrument for the promotion of international understanding. A Tourist Traffic Division has been opened by the Transport Ministry. This was in 1949. And several Tourist Offices have been opened in several parts of the country, and Tourist Training Centres have also been arranged in several parts of India.

Amenities for tourists have been provided, and in 1951 about 20,000 tourists came to India and in 1954 39,330 tourists came from foreign countries and our annual income has been about the order of Rs. 5 crores. Both from inside the country and from outside, tourists are visiting places of historical importance, architectural beauty and places of national importance and industrial importance. I therefore suggest to the Railway Ministry that several centres must be taken up to provide more amenities and facilities for tourists, whether from inside the country or from abroad, to make these very attractive and provide amenities.

In this connection I would suggest that a tourist centre should be opened at Hospet in Bellary District. There is Hampi which is very near. It is a place of ancient importance. The Vijayanagar Empire was there, and it was the seat of the Vijayanagar Empire. Those ruins remind us even today as to what should have been the glory

of those ancient engineers and artistic workmen and the imagination of the rulers there. Even today it is a place of inspiring interest. There is also the Tungabhadra Project nearby. It submerges about 140 square miles, it is a huge lake. And on both sides you have rest houses. On one side of the dam you have a place called Vaikunt and on the other side Kailash. Hospet is a place where the past glory of India and the future prosperity of India, both meet in a wonderful and strange fashion. I suggest to the Railway Ministry that this place of great importance should be taken up for being developed as a tourist centre. The hon. the Railway Minister, Shri Lal Bahadur Shastri, had come there. The hon. Deputy Minister, Shri Alagesan, had also come there. They are both aware of the importance of this place, of the past glory of Hampi and of the future prosperity of the Tungabhadra Project. I suggest that a hotel should be constructed at Kamalapur or at Hampi which should provide all amenities for travellers of various kinds, both from abroad and from within the country. I suggest that other amenities like books and posters, picture postcards and all these things should be provided. And cheap catering houses should be provided at Kamalapur and Hospet.

Government have this year provided about Rs. 8.08 lakhs for tourist publicity and Rs. 17,38,000 for the development of tourist centres. These are the sums budgeted for 1956-57. I suggest the amounts should be increased because more places of historical importance should be taken up and I suggest particularly that Hampi should be developed and Hospet should be developed as places of tourist interest.

I shall say a word with regard to National Highways and other roads. National Highways are the subject of the Central Government, while State Highways and district and village roads are the subject of the State Governments. 18,000 miles of all-weather roads we have at present. In the First Five Year Plan Rs. 100 crores were provided for 3,000 miles of new roads and 17,000 miles of village roads through community efforts, one-third to be provided by villagers in the form of labour or otherwise and two-thirds by the Central Government and State Governments. And a Village Road Co-operative Development Fund has been

opened and provided so that village feeder roads could be completed. I suggest that this is a very important matter—big cities are usually catered for, we have tarred and cement roads in big cities; they are necessary—but we should not forget the lakhs of villages. And I know there is one taluk, Kudligi Taluk in Bellary District, which I have toured often. There are numerous places there and in Sandur Taluk which cannot be reached even by jeep. I suggest that this scheme of extending village roads to towns and other villages to connect them with trunk roads or State roads should be taken up more actively.

Another subject to which I would like to refer is bridges across rivers. Both the hon. Minister and the Deputy Minister came to Bellary District, and numerous representations were made to them with regard to bridges to be constructed across the Tungabhadra river at Siruguppa, Kampli and Holal where for long distances it is not possible to go across the river. I suggest that this request of the villagers and the people there should be sympathetically considered. These bridges, if constructed, will open up commerce and business on both sides. These areas are connecting the Hyderabad part of Karnataka with Mysore, and also Bombay. I suggest that this matter should be considered and bridges should be constructed at suitable places.

Finally I have one suggestion to make. We depend for all road-making machines on foreign countries, for instance for diesel rollers, steam road rollers, stone crushers and boilers either for bitumen or tar; for these we have to depend upon foreign countries. Just now efforts are being made to open up factories, and negotiations are being conducted with regard to the steps to be taken to manufacture these. I suggest that these should be manufactured in our own country under the Second Five Year Plan and the factories should be set up.

Shri Mulchand Dube (Farrukhabad Dist.—North) : I wish to point out certain local grievances of my district, I find from the Report of the Activities of the Ministry of Transport on page 106, item 18 is :

"Construction of road from Pakhna railway station to Sarnath in Farrukhabad district (length 5 miles 41 furlongs)."

[Shri Mulchand Dube]

The word Sarnath is apparently a mistake for Sankissa. Sarnath is near Banaras.

The Minister of Railways and Transport (Shri L. B. Shastri): That is so. It is a printing mistake.

Shri Mulchand Dube: There are some other printing mistakes also. The length is said to be 5 miles 41 furlongs. I think it should be 5 miles 4 furlongs.

Shri L. B. Shastri: That is right.

Shri Mulchand Dube: The total distance of the road is 9 miles. The Central Government has undertaken the construction of the road, 9 miles long from Pakhna to Sankissa. I think that the construction of this road has been undertaken without a full realisation of the local conditions. Pakhna is merely a flag station, with probably a single line. It is not connected by any metalled road. Any passengers or pilgrims that detrain at Pakhna will be hard put to it to find a conveyance or transport from Pakhna to Sankissa. If Nibkarori had been chosen, the mileage for construction would have been the same. Nibkarori is connected by metalled road which runs from Gwalior, Etawah, Farrukhabad and onwards to Bareilly etc. This road meets the grand trunk road at Bawar so that passengers coming from Delhi, Gwalior, Etawah and other places would be able to get easily motor cars and buses to Sankissa. By leaving out a distance of about 5 miles from Nibkarori to Sitholi, considerable inconvenience would be caused. I had written in this connection to the Central Government. I received a reply that the Centre had agreed to pay half the cost of the construction of the road from Nibkarori to Sitholi, with a ceiling of Rs. 2 lakhs. I wrote to the State Government about it. I received a reply saying that they had again approached the Central Government to meet the entire cost of this road. This happened in the month of January. I do not know what further steps have been taken in this matter after that : whether the construction of the road from Nibkarori to Sitholi has been undertaken by the Centre or partly by the Centre and partly by the State. Sitholi is about 5 miles from Pakhna. This road from Pakhna to Sitholi is not going to be as useful as the other road from Nibkarori to Sitholi. That portion has been constructed. It may serve as an approach road.

In the meantime, the portion from Nibkarori to Sitholi should be undertaken and completed before May so that pilgrims and other persons visiting Sankissa, the holy place of Buddhist pilgrimage may not be put to any inconvenience. Government is doing all it can for the convenience of the people. If this portion is left out, much of the money that has been spent over the construction of this road would be to a certain extent, not as useful as it would otherwise have been.

I also wish to draw the attention of the hon. Minister to the necessity of providing a permanent bridge over the Ganga at Farrukhabad. I have been writing about this also. There is a very great public demand for this bridge. The transport facilities between Farrukhabad and Shahjahanpur are practically none. There is certainly a metalled road. That cannot be used for about 7 months in the year when the river Ganga and Ram Ganga are in floods. These rivers flow within a few miles of each other, one in Farrukhabad district and the other in Shahjahanpur district. The result is that during the rainy season, both the rivers get swollen and over-flooded. A large area of land is inundated with great loss to the cultivators. The river Ganga has changed its course with the result that about 10 villages have been completely washed away and the whole area has been inundated. During the years 1953 and 1954, according to the district authorities, the total loss of crops from this inundation is of the tune of Rs. 32 lakhs and the area inundated is probably 2,32,000 acres. This amount does not take into account the subsidies, takkavi loans and remission in land revenue which the Government has to make every year. The loss that has been estimated errs on the side of moderation, because the estimate is at the rate of Rs. 12 per acre for one crop. Obviously, this is an under-estimate. If a cultivator is to get Rs. 12 for one crop in a year per acre, he will not at all be able to make both ends meet. If the estimate is taken to be about Rs. 50 lakhs per year in Farrukhabad district and Rs. 25 lakhs in the Shahjahanpur district, there is a national loss of Rs. 75 lakhs every year. Even if the Government has to spend about Rs. 2 or 3 crores in completing the bridges, I think the loss could be made up in about 5 to 7 years, by levying a toll because there is considerable traffic over

these rivers. Recently, the State Government has opened a national extension service block across the Ganga. That also is not going to be as useful as it otherwise would be. Because, the place is across the Ganga and it will not be easy for any one to visit that place and see how the things are working unless he spends the whole day in crossing the river Ganga on a boat. The other method of transport would be by rail *via* Kasganj, Bareilly, Shahjahanpur and on the other side *via* Kanpur, Lucknow, Hardoi and Shahjahanpur. My submission, therefore, is that a road-cum-rail bridge be built over the Ganga and the Ram Ganga as soon as finances permit. I personally think that greater attention is being paid to the damage caused by floods in the eastern districts. These floods have occurred after 85 years. I do not think that they require as much attention as the control of floods in the Ganga and the Ram Ganga do, because this is an annual affair which requires closer attention.

Shri M. D. Joshi: (Ratnagiri-South): The Transport Ministry is carrying on its shoulders a very heavy burden, because it is also saddled with the responsibility for the development of railways. I have noticed, in certain quarters it is said that the Railway Ministry and the Transport Ministry should be separated. It is true that this combined Ministry is faced with a gigantic task, and it is taxed to the utmost capacity of its energy. But, from what little experience I have during the last 3 to 4 years, I find that the present combination is the best. Personally, I would prefer that the Railway Ministry and the Transport Ministry should not be separated. We are aiming at road-rail co-ordination. We are trying to see that road, rail and sea transport is also being co-ordinated by the setting up of committees. And this co-ordination has already been existing there in the form of our Railway Ministry and the Transport Ministry combined in one person, in the person of Shri Lal Bahadur Shastri assisted by his colleagues. Therefore, I for one, welcome the fusion which exists at present of these two departments. I find and many of my friends would agree that the present arrangements are quite satisfactory and the Government are doing all they can for the development both of railways and all the different departments of Transport.

I shall touch very briefly upon the question of shipping. We have heard

just now my friend Shri Raghunath Singh who espoused the cause of shipping so energetically in the last session and also today. He and several other friends are blaming the Government for not taking proper steps towards the development of shipping. In this connection it would be pertinent to examine what the Government have done and what they propose to do.

We started at the beginning of the First Five Year Plan period with a tonnage of 380,000. In the First Five Year Plan, the development of an additional 220,000 tons of shipping was envisaged. That means, the total to be reached was 600,000 tons. We have already reached the 5 lakh ton mark and one lakh tons more are under construction. So, by the end of the First Five Year Plan we shall reach the mark aimed at in the First Five Year Plan. We cannot say that Government are oblivious or indifferent to the development of shipping. Government are being criticised for being slow in the programme of the development of shipping. My friend Shri Raghunath Singh cited the example of Germany, Italy and several other nations. The U.S.A. also is being cited. Now, the Governments of all these countries are helping their private sectors, but we must remember also that these countries have been self-governing for a long period. India has very recently attained self-government. We have been independent for the last eight or nine years only, and during the last nine years we must remember that our Government have done everything possible towards the development of shipping. But we find that at present it has become the fashion for the private sector to blame Government for their sins of omission. Here, in the House, too, the Government are being blamed, for not paying sufficient attention to the development of Indian Shipping. Let us find out what the Government have done and what they have not done.

After the reference which I am going to make to the activities of Government very briefly, I hope the House will agree with me that Government are not sitting complacently, nor are they indifferent. For example, for the development of shipping and coastal trade and other trades, Government have set up a Rail-Sea Co-ordination Committee

[Shri M. D. Joshi]

in June, 1955. We find from the annual report that the report of that committee will be submitted to Government in June, 1956, and as a result of the committee's recommendations more traffic is expected to flow in Indian bottoms.

The Second Five Year Plan provides for development by aiming at the acquisition of an additional tonnage of 100,000. Coastal trade, it will be found, has been completely reserved for Indian ships and there is no foreign ship which is carrying on coastal traffic.

As far as trade with adjacent countries is concerned, it is true that at present we are only carrying 40 per cent as against 75 per cent of the adjacent trade envisaged in the shipping policy report of 1947. That report said that of the adjacent trade, our ships must carry at least 75 per cent. But it has to be remembered that other neighbouring countries like Pakistan, Burma and Indonesia are also developing their shipping. Just as we are anxious that we should develop our shipping, that we should be in a position to carry the major part of the adjacent trade; they are also anxious to expand their merchant shipping and increase their trade. Therefore, it will be a matter not merely of competition, not merely of first come first served, but it will be a matter of mutual accommodation, of mutual understanding between nations, and India as a nation has to accommodate other nations in order that she should be accommodated in the sphere of foreign trade and adjacent trade. The study groups appointed by Government now realise that we cannot aim at carrying much more than 50 per cent of the adjacent trade. Though it was recommended that we should carry 75 per cent. of the trade, they now realise that we cannot carry more than 50 per cent of the trade. That must also be remembered.

Thirdly, in the matter of foreign trade much has got to be done and I believe that our Government and the Transport Ministry are fully conscious of what has got to be done. The second Five Year Plan is going to add tonnage which will enable us to carry about 15 per cent of foreign trade. I therefore have no doubt that Government will take steps to attain this target. The Government are entering into mutual trade agreements, I understand, with

other countries as regards foreign trade and for that purpose Government are at present advancing loans to steamer companies. Government have advanced loans of about 95 per cent in regard to new ships, at a concessional rate of 2½ per cent for overseas and 4½ per cent for coastal trade vessels. Therefore, I have no doubt that Government are doing they can to help the shipping companies to do their bit. It is, therefore, in my humble opinion not right every time, in season and out of season, to blame Government for their sins of omission—I will not say commission because there are no sins of commission.

At present on the coastline there is more cargo, I understand, available for the ships to carry than they can carry. Therefore, it is not right for them to blame Government on that score also.

The shipping companies very recently moved the Government for an increase in freight rates and Government have allowed them an increase of 5 per cent. They are not satisfied with that. They want an increase of 15 per cent. I do not think that demand is justified. I think Government should proceed firmly on the basis of the recommendations which will be made by the Rail-Sea Co-ordination Committee.

Coming to a narrower sphere, I also understand that the Bombay Steam Navigation Company are asking for an increase in the passenger fares along the West Coast, which personally concerns me and my constituency. They are asking for an increase of 35 per cent in the steamer fares for passengers. The present rates themselves are very high, and they have registered an increase of over 200 per cent on the rates obtaining during the pre-war period; and they are about 180 per cent even of the war-time rates. Still, the company wants an increase of 35 per cent. I must congratulate Government on this occasion for having set up a committee in the person of Mr. Justice Lokur, which is holding an enquiry into the matter at present.

At the same time, it has to be borne in mind that the Bombay Steam Navigation Company has not spent a single pie on passenger welfare during the last seventy-five years, and yet they are claiming an increase in passenger fares by 35 per cent. To give the House a concrete idea of what the increase in fares will mean to the people, I would.

like to give a few figures. The distance between Bombay and Poona is 120 miles; the railway fare for that journey is Rs. 3-12-0 by the mail. The distance between Ratnagiri and Bombay is exactly 120 miles, and the present sea-fare is Rs. 6-14-0. The shipping company want an increase of 35 per cent even on that.

So far as the railways are concerned, they have to maintain the tracks, the cabins, the stations, the staff and so on; and they are also affording so much of facilities to the passengers, to the staff and so on by way of providing houses, hospitals, education facilities etc. But what have the steamer companies done? If the shipping Company are asking for more, I must strongly protest on behalf of the Konkan people. I would urge Government to straightway take up this passenger service and to nationalise that concern.

Particularly, I have to blame the steamer company, for I understand that the Scindia Company have cancelled the passenger route which formerly existed between Madras and Burma. This is a matter of great national concern. Why should they have stopped that? I would say that the Scindia Company both in the matter of Madras-Burma route and also in the matter of the coastal passenger service along the West Coast, are callous and indifferent to the needs of the passengers, and they merely want to make money at the expense of the poor public of India. They must not be allowed to do so. Therefore, I would urge Government that they should not only nationalise the West Coast passenger traffic, but they should also nationalise and take on hand the passenger route between Burma and Madras.

I must congratulate Government again for having set up a deck passenger committee for looking after the welfare of passengers. In this connection, I would like to point out that the recommendations of the deck passenger committees are not listened to, and are not paid heed to by the steamer companies. I have personal knowledge of this because even in such a small and ordinary matter as changing a small time-table from morning to evening, the Bombay Steam Navigation Company are adamant and they have refused to accept the advice given by the deck passenger committee. The deck passenger committee travelled through the Ratnagiri district, and they made recommendations

which were unanimous, for the benefit of the passengers, and yet the steamer company has refused to comply with their advice. This is the way in which the private sector is co-operating with Government. Therefore, I charge the Steamer Company for not having done their duty. It is no use their blaming Government every now and then and saying that the private sector had done this or that. I know, and I am quite conscious of the fact, that the Scindia Co. have done much in the past for the national shipping of India. I know that they have fought their own battles when the British were here. Yet, we cannot be oblivious to the fact that they are not paying heed to the needs of the country, and they are merely coming forward to blame Government.

Therefore, I am firmly of the opinion that if the private sector is not doing its duty, then it is time for Government to take matters in their hands and to nationalise wherever possible, and wherever they can.

Shri Matthen (Thiruvellah): At the outset, I would like to thank my hon. friend Shri Mohanlal Saksena for the memorandum which he has submitted to the Planning Commission, and a copy of which was sent over to me. I read it carefully, and I am quite sure that it is a document worth perusing, and I would recommend that document to the Minister for his careful consideration. It will also help me incidentally in regard to some of the points that I intend raising in the course of my speech.

I appreciate my hon. friend's reference to bullock-carts and inland waterways. Since my time is limited, I do not know whether I shall be able to deal with all the points that I want to raise.

The subjects under the Transport Ministry are major and minor ports, maritime shipping and navigation, light-houses and lightships, road transport, road development, including national highways, inland water transport and tourism.

Though I wish very much to supplement what my hon. friend Shri Raghu-nath Singh has said about shipping, I am resisting that temptation because I want to dwell more upon inland waterways, tourism and roads. At the same

[Shri Matthen]

time, I do not want the previous speaker to believe that I can support all the statements that he has made in regard to shipping.

I have no brief for the private sector. But I cannot help mentioning that the targets approved by Government on the recommendation of the Shipping Policy Committee of 1948 are still a long way off. My hon. friend Shri M. D. Joshi said that Germany and U.K. are independent countries, and they are having a lot of resources. But I would like to tell my hon. friend that Germany, Italy and Japan were down and out after the war, and in fact, most of them could not even find a meal unless America had come.

Shri M. D. Joshi: Does my hon. friend know that their equipment was complete, and they only wanted to expand? But our equipment was not complete at all.

Shri Matthen: Yes. I am not going to argue that matter out now.

Shri M. D. Joshi: That is all right.

Shri Matthen: I acknowledge the fact that the Minister has done a magnificent job not only in the railways but even in the matter of the transport subjects like shipping, roads, etc., it is magnificent in the background that he has got today.

I do not agree with my hon. friend that there need not be a separate Minister for Transport. In fact, the recommendation of the Estimates Committee is that it is humanly impossible for a Minister who looks after the railways, which is such a giant of an organisation, to look after any other subjects adequately. I however entirely agree with him, as I said earlier, that the Minister has done a magnificent job in the present background in which he is placed.

For want of time, I am now passing on the subject of inland waterways. The report of the study group on Transport, appointed by the Planning Commission, says:

"The revival of interest in the other means of transport is still to acquire some momentum in this country. Though some measures have been taken, and policy statements made from time to time, no definite policy making due recognition of the part played by road

transport, inland water navigation, and coastal shipping has been finally adopted by Government."

1 P.M.

I am only mentioning the points because of the limitation of time, but I hope the Minister will understand what I am saying, though it may not appear to be well argued out.

Let us know where our other modes of transport stand *vis-a-vis* the railways. The Ministry's report clearly says:

- "Inland water transport played an important role in the transport system of India upto the middle of the 19th century. With the development of the railways and with the withdrawal of large volume of water for irrigation in the upper reaches of the rivers, water transport declined in importance except in North-Eastern regions of India and on the East and West coast of the peninsula."

Even here it has deteriorated considerably. On account of the sand that has come in, the silt that has formed, the river level is going up. When this matter was considered by the Policy Committee on a former occasion, and as early as 1948, the Minister of Transport and Railways assured the interests concerned that the Government of India were interested in co-ordinating all forms of transport, river, road, railways, and if the river services were found to be better suited to meet the needs of a particular area, the Government would be prepared to consider their development even in preference to the railways.

My submission is that this matter has least attracted the Transport Ministry's attention—I mean inland waterways. This is one industry which can be developed without much investment and whose results can be found very soon, unlike other industries. But, unfortunately, it has not received adequate attention. One reason why it has not received adequate attention in spite of the assurance of Government, is that the hon. Minister had not had sufficient time to look into it, because of the giant railways. Something still of the old tradition of the British days, when the railway companies were owned by the British interests though in independent India it does not exist, continues in the Ministry. In a way there is a certain amount

of rivalry, though not deliberately, I admit; that is another reason why a separate Ministry should be formed.

I do not know how far I am correct, —I am speaking subject to correction— when the target was cut down by the Planning Commission for subjects other than railways, there was no protest from the Transport Ministry, while there was vehement protest in the matter of railways. I do not in the least grudge the work he has done for the railways; but it is very necessary that more adequate attention should be devoted to waterways. In fact, the pressure on the railways can to a great extent be relieved if other forms of transport like inland waterways and roads are fully developed. In fact, they are mutually complementary.

Coming as I do from Travancore-Cochin I can understand the great potentials of inland waterways. Even there on account of the neglect of the Government in not dredging the rivers properly a lot of sand has come in, and most of the rivers which were navigable are not navigable today except the backwaters.

Shri V. P. Nayar (Chirayinkil) : The backwaters are diminishing.

Shri Matthen: Yes. I am not at all minimising what the Minister has done; far from it.

Page 24 of the report of the Ministry speaks of the creation of a Ganga-Brahmaputra Water Transport Board. The Government of India had obtained the opinion of an expert from Holland by name Mr. Surie. He is reported to have suggested two alternatives for making these rivers more navigable: by deepening the channel by regulation works, canalisation, dredging, etc., or by using crafts specially designed to negotiate shallow stretches. What I do not understand is, why should it be "or"? Why not "and"? Along with using shallow flat bottomed vessels, the rivers should be dredged. The Ministry has accepted the latter, as the former is very expensive. In these days when you do not mind spending crores of rupees on steel factories and other projects, the subject of inland waterways which has tremendous employment potentialities,—as my hon. friend Shri Saksena just now mentioned, hundreds and thousands of boatmen will benefit by this,—has not received adequate attention at the hands of Government. Today most of our rivers are navigable only during the season lasting for

two or three months. Therefore, my submission is that both these alternatives should be tried.

At any rate I am glad of the formation of this Board. If the hon. Minister had more time to devote to this subject, matters would have been expedited. In South India the hon. Minister suggested a similar course, but for lack of co-operation and support from the Ministers concerned, he had to give it up. This is a very large subject and Ministers in South India are more concerned with power politics and linguistic reorganisations; I am sorry they have not got the vision to appreciate these large subjects.

Mr. Speaker: Order, order, very often hon. Members make remarks on State Ministers. The States have got their own legislatures. If some of the Members of the State Legislatures were to make similar remarks about the Central Ministers, how will hon. Members relish it?

An. Hon. Member: They are not spared.

Mr. Speaker: That is very wrong. Hon. Members ought not to make sweeping remarks against State Ministers. In the State Legislatures it is not so done. The facts will speak for themselves. It is no good making remarks against a State Government, or State legislature or the Governor. They are not here to defend themselves, and there are good parliaments there and within limited spheres they are allotted powers under the Constitution.

I would request hon. Members to avoid such references, lest they also may start, though I am glad they have not so far started. They are not one, but about twenty.

Shri Matthen: I was not making any personal remarks, but was only commenting on the report.

Mr. Speaker: We have got other business to do.

Shri Matthen: I was only making comments on the report of the Ministry of Transport.

Mr. Speaker: Even that report is wrong. Does the report say that the other Ministers did not attend to this?

Shri Matthen: I was only expanding according to my light. The fact is that they refuse to co-operate. My only object was to impress on the Minister.....

Mr. Speaker: I took exception to the hon. Member's remark that the Ministers in South India do not pay as much attention to this subject as they do to power politics. If they did not co-operate with the Central Government, it is up to the hon. Member to suggest that this Government should take powers to carry on its affairs through its own agency. I can understand such a statement.

Shri Matthen: I am sorry, I withdraw that statement.

Shri L. B. Shastri: We have never said that they have not co-operated. It was suggested that there should be a Joint Board of the Travancore-Cochin State and Madras. They considered it separately and ultimately decided that they should have separate boards. That is the position. Whenever they form the Board we shall try to assist them as much as we can.

Shri Matthen: There is a suggestion in this connection. I am not making any remarks about anybody; I have no idea of doing so.

In regard to tourism I find that adequate response and co-operation is not coming from the States, whose well-wishers all of us are. In this matter until they are in a position to appreciate the position, I would expect the Minister to take up the matter from the Centre, because this is a very important factor on which the development of our economy depends. In regard to development of inland waterways I would suggest that powers to regulate them should be vested in Zonal Councils, because rivers go through different States. Let them have power to take these inland waterways themselves. I am glad the Buckingham canal is being developed by the Ministry in the Second Plan; so also is the case with the development of the West Coast canals, which are in my part of the country. But the provision of Rs. 1 lakh for investigating the former is very inadequate. Inland water transport is admittedly cheaper. Some more money should be spent on it. I think it is a penny wise and pound foolish policy not to spend more money on this.

Then I come to the roads. Due to the inherent efficiency, economy and flexibility of road transport, advanced countries of the west are taking more and more to it than they are doing in the case of railways. According to the Nagpur Plan, construction of 111,000 miles of new roads was envisaged by 1953-54. As was already pointed out, at the beginning of the First Plan, we had 97,000 miles of hard surface roads and 1,47,000 miles of earth roads. At the end of the Plan, we will be implementing one-third of the target of the Nagpur Plan. According to the estimates of the Second Plan, it may go up by another one-third. So even after eight years, we will not have reached the target contemplated by the Nagpur Plan which had not envisaged the economic development as a result of the two Plans. Therefore, my submission is that more funds should be given to develop roads.

I understand from one of the meetings of the Committee that it will be difficult to construct any new road because of lack of funds, and the utmost they can do is to complete the commitments they have already got. Having built up that tempo, it will be a great pity if it is not taken advantage of in developing more roads. I perfectly appreciate the limitation of the Commission which has a gap of Rs. 1,200 crores to implement the Second Plan. But within the limited means, we want to increase the efficiency of road transport.

In the first place, the vehicles must carry more weight. The original proposal of the Policy Committee of 1940 was that the weight limit should be raised to 32,000 lbs. per vehicle. The present permissible weight is from 14,500 lbs. to 20,000 lbs. This is one factor responsible for the high cost. I suggest that for National Highways, the weight stipulation should be a maximum of about 28,000 lbs., for State Highways, 22,000 lbs., and for other roads, about 20,000 lbs.

Another thing is with regard to smoother road surface. This will not only economise the cost but will also lengthen the life of the vehicles. Therefore, more funds devoted to smoothing of the roads will produce immediate results. It is far more important to ensure that existing roads, bridges and culverts are improved to carry an optimum load at greater speed and lower cost.

You are frightening me by looking at the clock.

Mr. Speaker: The hon. Member is also expected to look at the clock.

Shri Matthen: I have been doing so with fear and trembling.

I admit there has been an increase in the motor vehicle sales recently, but compared with the pre-1950 period, the increase is considerably less. During 1920-21 to 1950-51, the annual increase was 12.5 per cent, but during the period 1950-51 to 1954-55, the increase was only 3.5 per cent. So there is a big leeway to be made up.

Then there is another point. It is true that we have not got funds enough. But if we can give the private sector, of course, creating a climate for it, an assurance that road transport, that is, new lines, will not be nationalised at least for, say, ten years, and if taxation is lightened, the private sector will provide the funds for construction of new roads. The real problem which is worrying the hon. Minister is in respect of the carrying capacity, how to cope with the increased tempo of economic activity without any additional cost.

Mr. Speaker: Normally I allow only 15 minutes. I have allowed the hon. Member 21 minutes.

Shri Matthen: I will finish with tourism.

Tourism is another very important department in which the Ministry has been taking considerable interest. Western countries like France, Italy, Switzerland and even U.K. are spending millions of pounds to develop tourism because it is a source of great invisible export. Our Government are doing it, but there is one serious handicap. In this, as in several others, we in South India are feeling neglected. Tourists come to Bombay, Delhi and then go to the Taj Mahal. They never go to the South. Is not the South worth seeing? I understand that in one or two years, most of the 'planes in which they will be travelling will be jet 'planes.

An Hon. Member: It should be encouraged.

Shri Matthen: But they cannot land in the Madras airport. I request the hon. Minister to look into it. I thought the Deputy Minister coming from Madras would have appreciated it more than I do. Today no international plane lands in Madras. You cannot expect a man

coming to Delhi to go all the way to Travancore-Cochin or Madras or Rameshwaram in train and see things. I admit that the hon. Minister's portfolio is not concerned with that. But he can do his level best and get the airport better equipped so that international planes may land there.

Even in respect of inland road development, I understand the State Governments are not giving adequate co-operation. They tell the Centre: 'You are the beneficiary. You get the foreign exchange. What do we care? We cannot spend any money'. So unless the Centre develops the roads and also takes up publicity, it will be difficult to attract tourists. I request the hon. Minister to ignore the State Governments. We are more a unitary State—80 per cent—than a federal one—I wish it was cent per cent.

The Deputy Minister of Railways and Transport (Shri Alagesan): He attacked the Ministers; now he is attacking the Constitution.

Shri Matthen: I appreciate the solicitude the Deputy Minister has for the Constitution. I wish he had more solicitude for his Ministry, with which he is mainly concerned.

This is a very important line of tremendous potential to South India. People from the North who have gone to the South, our part of the country, speak in golden terms of the pleasant surprise they have got, when they went and saw the South. I submit that more facilities must be provided and more publicity must be arranged for the beautiful places of South India which, I am sure, nobody will be sorry to visit.

Shri V. P. Nayar: I am unable to present any bouquets to the hon. Minister, because going through the details, I find that most of the subjects dealt with in the Transport Ministry indicate that the problems have not been seriously tackled and that there has been clear evidence of bungling in every one of them.

I do not propose to go into all the details which I have tried to raise in this House through my cut motions. But I must say that to the transport industry in India, the hon. Minister, as also the Government of India, have given something like a step-motherly treatment. If you go through, the draft formulations of the Second Five Year Plan, you will find

[Shri V. P. Nayar] that such a vital industry as the transport industry of India is dismissed with a mere observation contained in four or five lines. To me, it has very different problems because India, in the present context, cannot, and will not, develop to its full stature unless we open up more roads, unless we connect up the thousands of villages and also develop the motor transport industry to a greater extent. We know that the motor transport industry today has over 115,000 operating vehicles employing about 4 lakh people. The very basis of the industry is not secure. The tendency now is that wherever we were using petrol we are going in now for diesel because we find that the costs of operation of diesel trucks and diesel buses are less than those of operation on petrol. It is not as if we can go on importing diesel engines at the fantastic prices which we are paying through the nose today. Have we really started trying to go to the root of this problem? Have we really made an attempt to have diesel buses made in India? May be, the hon. Minister will turn round and say that this is a matter for the Ministry of Commerce and Industries. But, this is a very fundamental issue.

Then, there is also the question of amenities which are given to labour. As I said before, it covers over 4 lakhs of people in all parts of India. There is the State-owned industry, which, of course, has better working conditions than the private-owned industry. In the private-owned transport industry, the conditions are really abominable. I was going through a memorandum prepared by the Road Transport workers where it has quoted some figures from the International Labour Office bulletin. It states that in India the working hours for those who are engaged in the motor transport industry are 9 hours a day, the minimum driving time. In the Year Book on Labour Statistics, 1955, in which are extracted the figures for countries such as Canada, U.S.A., Japan, Philippines, France etc., I find that even today, in India alone the driving time is not less than 9 hours. I know that in the State Transport undertaking in Travancore-Cochin, for example, it is not only 9 hours, but it is 12 hours and 13 hours. Much worse is the case of the private-owned industry where sometimes it goes up to 17 hours.

We have seen several committees appointed. I ask the hon. Minister, have

we so far had any committee to enquire comprehensively into the problems of the transport industry? I am not speaking merely about labour. There are ever so many other aspects. Has the Government so far taken into consideration the necessity, the extremely urgent necessity, of having a very thorough enquiry into this industry which has a vital role to play in the future building up of our economy? That shows that the attitude of the Government or the Ministry in regard to this matter is but of a step-motherly nature. I would not go into the details of this, but I would only say that Government ought to change their attitude in this matter because the Railways alone cannot deliver the goods. The Railways have to be fed by the trucks, by the lorries, and in such a context I say that Government ought to take more interest.

There is another matter—I specifically refer to the Motor Vehicles Act. There is a Bill before this House. That does not change the situation at all. May be, here and there, there may be a change but the entire condition of the industry, even after passing the legislation which is before us—as I have read it—will not at all change. They talk of workers' participation. It has now become a fashion with the hon. Ministers to say that in the various portfolios in their particular Ministries, there is going to be a greater participation given to the workers. The trade unions are not recognised. There is the All India Federation of Road Transport Employees which is not recognised by the Central Government today. That is the only organisation of its kind in India and there is no other rival organisation and yet the Government of India is not recognising it. This being the attitude, I cannot understand how any credit can be given to the hon. Minister for running this particular branch of his Ministry so efficiently.

[MR. DEPUTY-SPEAKER in the Chair]

I would, therefore, suggest that first and foremost the Government should appoint a committee to make a comprehensive enquiry into the various questions relating to the transport industry not merely in the private transport industry but in all aspects—for the simple reason that we know that from the 3-ton trucks and 3-ton lorries which we were having some 4 or 5 years back, we are now trying to introduce, for the sake of economy, in their hundreds, trucks and lorries having 7, 8 and 9 tons. You know that operating or driving a truck which has got a

weight of 3 tons is very much different from operating an 8 or 9-ton truck. Whether it is a truck or a bus, it does not matter. Previously in a 3-ton bus the seating capacity was about 23 or 24 but in a 8-ton bus, the seating capacity is 65. The driver who has to run it on diesel oil—and it is reported that operation of diesel engines is more injurious to the driver—even apart from that) for driving that, has to spend much more energy, which is not compensated for. There are so many problems like this, but I do not want to go into details. What I want to urge upon the House and upon the hon. Minister is that the attitude which he is taking towards this problem of the motor transport industry must change and change at once.

I was looking up the Budget provision. There is some provision for communications in the coasts. I personally know that all along the coast in the South there are many accidents in the sea due to change in weather. I was rather amused. I had put a question on very definite information about an accident in the sea which deprived 4 or 5 fishermen of their lives. When the question was put on the list, I was away in my constituency. This accident happened very near my constituency. I knew that those persons had lost their lives. When the question was answered here, I read from the papers, the hon. Minister for Food, in answering the question, said that there was no accident at all. There is no protection given to the coastal vessels. All of them are not operated by machines.

Last year, when I was in China, I found what sort of warning they could give to the ships in the sea by what was called the warning tower. There were hundreds of them spread all along the coast. Except lighthouses, what have we got? We talk of communications, but do we have any network of communications on the coast which will afford adequate protection not merely to the vessels but also to the persons who go out into the deep sea for fishing? Is it not the duty of the Transport Ministry to ensure that at least this much of protection is given; or is it that I should plead these things before the Food Ministry? I want to know that.

I do not really know how I can speak on all the cut motions, but I would discuss some aspects about the shipping industry also. Many things have been said about the shipping industry and Shri Raghunath Singh, who is fortunately here, is an

authority on that. I do not want to cover the same ground. In the speech of the hon. Deputy Minister in reply to the Resolution of Shri Raghunath Singh I heard him say that Government were extending all possible help to the private sector in the shipping industry and Government are not prepared to erase the private sector from the shipping industry. The loans which were originally given at the rate of 66-2/3 per cent were raised upto 90 and even 95 per cent. And, Shri Alagesan, the Deputy Minister even said that the Government were prepared to give up to 100 per cent. Thank God, he did not say that they were prepared to give up to 110 or even 120 per cent. What really is the contribution of the private sector in shipping now? Have they kept up the glorious traditions of the shipping industry given to us by pioneers like the late V. O. Chidambaram Pillai? Is it not a fact that the private shipping industry has not kept pace with the developmental economy of this country? Is it not also a fact that out of the loans which are given by Government they reap profits while Government sits idle? I want to ask these questions very plainly. I do not talk about nationalisation. When Government are giving loans and when Government are subsidising the purchase of ships—for example, a ship which will normally cost about a crore of rupees is supplied to one of the Indian shipping companies at a subsidised rate and they need pay only at U.K. parity prices—the demand now seems to be too high and we must get it at world parity prices. About Rs. 40 to Rs. 45 lakhs will be the deficit, and Government loses this amount in delivering ships which are made in one of our shipyards. Besides this, all the purchase money up to 100 per cent—that is what Shri Alagesan said—is also invested by the Government as loan. What is their control?

Shri Alagesan: I do not remember that I have said so—I speak subject to correction. I do not know from where the hon. Member got it.

Shri V. P. Nayar: I have never been incorrect in such matters, as the hon. Minister very well knows. I was reading his speech only this morning and my memory is fresh. He said that Government are prepared even to go up to 100 per cent. I am not talking now of 100 per cent. Let it be for the purpose of argument 90 per cent. Shri Alagesan will agree that he said 90 per cent and I also agree to that for the time being.

Shri A. M. Thomas (Ernakulam): Does the hon. Member withdraw his previous remark?

Shri V. P. Nayar: If you give 90 per cent of the purchase money in this way and incur a loss of Rs. 25 lakhs or Rs. 30 lakhs, I ask what is the case for continuing this sort of help when you talk of a socialist pattern of society. We know it for certain that the shipping industry has not discharged its functions properly.

Shri Alagesan: May I interrupt him for a moment? The Deputy Leader of his party wanted that in addition to these loans, subsidy should be given to private shipping companies, and it was in that context that I said something. I do not have the text of my speech before me now.

Shri V. P. Nayar: I have read the speech of Comrade Mukerjee also and I know where Shri Alagesan had misunderstood it. Now I ask a plain question: When we are prepared to loan 80 or 90 per cent of the purchase money of the ships which the private capitalists in India are to spend on the ships, why should we not give the same money and make an investment out of it? I do not say for a moment that immediately you have to nationalise it, but when Government is losing about Rs. 20 to Rs. 30 lakhs on ships which are supplied, and when Government is giving 90 per cent of the purchase money that is required in order to subsidise an industry which we know for certain has not discharged its functions as some other industries in the private sector have done, why is it that, considering the very vital significance of the shipping industry in India, Government feels reluctant to make this advance as an investment? There may be better terms of amortization; fifteen years may be quite good; but why not have it as a direct investment for a company? For years various Committees have pointed out the inadequacy of our shipping and we know also that overnight we cannot increase the tonnage by millions of tons. It is absolutely impossible. Do we have any doubts about it? The shipping interests always talk of the incidence of labour having increased the cost considerably and say that the cost is getting heavier and heavier. Has the Government made any enquiry to establish the exact incidence of the labour cost on the charge levied per ton of cargo handled by shippers? Do we have any figures to indicate whether the real

wages of the labour involved in the shipping industry have increased? Do we have any indication from official sources of figures to show how much of this is due to the system of stevedoring which we still have? A comprehensive enquiry as I said in the case of the road transport industry is also inevitable in the present context. I submit that when Government makes over another loan or advances even a rupee to the shipping industry, it must not be advanced as loan on favourable conditions of interest and amortization, but it should necessarily be given only as an investment. If that is done, we can at least hope that after a few years, the shipping industry will come in the way we want it to come. I know of the difficulties and that it is not possible to build shipyards here and there and increase the tonnage by millions of tons. It is a long process and India has to go a long way for this. But even today when the hon. Minister gets up and says that we are not prepared to erase the private industry, we must look at facts. Is there a case for the private industry which justifies this sort of continuance of loans on very advantageous terms when the industry has completely failed to fulfil its very important role? It is not a case like the textile industry or the jute industry or anything like that. The reason is not far to seek; it is because there are some disadvantages. Let us consider the question of the overseas shipping. It is good that we say that Government is trying to get Indian shippers into the conference line and all that. I remember—I speak subject to correction—that a few weeks or months back the foreign shipping interests tried to enhance the shipping rates, and it was Shri T. T. Krishnamachari, of all persons, who said that if it is done, governmental action will be taken. I am glad I got at least one opportunity to give my bouquets to him, but I understand later....

Shri Raghunath Singh: Not half-hearted, but full-hearted.

Mr. Deputy-Speaker: Anyhow it is a bouquet.

Shri V. P. Nayar: I do not give half-hearted bouquets at all. When Shri T. T. Krishnamachari came out with his announcement, the foreign shipping monopolies were forced to confine themselves to their old rates, but they took the advantage by the backdoor, by resorting to a system of what is called 'surcharge'. I have not been able to work out the implications in rupees, annas and pices of the surcharge, but I find it is there.

Then there is the question of unloading *en route*. Supposing a steamer gets a cargo of 3,000 tons booked for Aden. Even today it can be unloaded at Aden, and from Aden the same space cannot be filled. I want to know what the Government has done as a government to see that this sort of thing does not happen with our overseas shipping. It is difficult to get a shipload in full from a port in India, say, Bombay or Calcutta, up to London. On one or other of the wayside ports they have necessarily to unload and reload from there. If that is not allowed, then it is one of the reasons for keeping down our activities in the matter of overseas shipping. We know also that the Government has done precious little although they say it is beyond them.

An Hon. Member: That is what they always say.

Shri V. P. Nayar: Shri Alagesan stated last time that they sounded certain interests in India to get into a joint venture but that he was not encouraged. That is precisely the reason why we should not hereafter advance loans either for overseas shipping or for the coastal trade, because even when the Minister or the Ministry sounds a joint participation, the shippers know that they can make hay while the sun shines.

We know that in India water transport is costlier, as Shri Lal Bahadur Shastri knows it. A ton of coal brought to the Cochin Port by water course will be costing very much more than if brought by railways from the Bengal-Bihar collieries to the Cochin Port. I understand that the difference will be over Rs. 15 a ton. Why is it that when in all other countries water transport is very much cheaper than any other form of transport, in our own country India, water transport should necessarily be like this? We know for one thing that the vessels which have to come round Ceylone. I do not know how the Sethusamudram Project is progressing or how it stands now.

In regard to one more point—and I have done—I want to speak specifically about the attitude of the Government in the matter of some bridges and certain roads which are very essential for the defence of our country. As you know, in the Bengal border there are some roads. Even there the Minister can get up and say that it is a matter for the Defence Ministry, but there are certain roads, for

example, from Swarupnagar to Hakimpur and from Swarupnagar to Kojihuri. These are the roads which the Transport Ministry has to take up. It is not for the West Bengal Government to take up such a road because it is very important for the defence and security of the country.

I come to bridges. A bridge has to be constructed at a place called Aroor Mukkum. I often pass that way and I have been seeing the development. The water is 40-50' deep there and the foundation stone for the construction of the bridge at that place was laid by the Chief Minister about two or three years back. Even now the foundation stone is there but there is no bridge. No attempt has been made to construct the bridge.

The President also laid a foundation stone very recently in another place called Alwaye but here too nothing has been done further. The Transport Ministry should at least attempt to take up the work on hand. People had some hope that the bridges would be constructed but they now feel that it has almost become a farce. A lot of goods had to be carried across that water to reach Cochin which is a growing and important port. After two years of the laying of the foundation, not even the articles required for a preliminary survey to construct the bridge have been procured and I do not know how we could hope for a bridge there in the next Plan. Because you are very anxious I am not inclined to continue.

Shri T. N. Singh (Banaras Distt.—East): I have been watching ever since this debate on the Budget and on various Demands started and each corner of the House has been going on pressing for more and more expenditure as each Ministry's Demands came up. Probably, I feel, the same demands to which we have listened today, will be made when the Demands for the Education, the Health, etc. Ministries come up. And they will turn round and say: Parliament is the authority; give us more money and we will spend. I feel that in the national context and also in the context of so many things that are happening these days, it is very necessary that we should take a balanced view of the situation. It is no use; so many things are important for this country of nearly four hundred millions with abject poverty, squalor, neglect and all these things.

Shri V. P. Nayar: Despair, misery, what not.

Shri T. N. Singh: What not—and the legacy of so many thousands of years of slavery.

An Hon. Member: Thousands?

Shri T. N. Singh: Yes. What will happen if we start running after everything that attracts us like children who say: 'let us have it.'? Where will we be? Should we keep a balance or not? When we discuss the Demands on various Ministries I would very strongly urge on this House that they should not press for more and more expenditure. Our resources are very limited; our problems are unlimited. We have to be very careful and cautious in husbanding our resources to the utmost.

With this preliminary observation I shall now examine the Demands of the Ministry of Transport. It is all right for people to say that Indian shipping is very important and it should be encouraged at all costs and millions and millions should be invested, or the private industry should be subsidised and so on. Some want to nationalise it. All kinds of suggestions may be made. We should not be carried away by such slogans. Let us see what we can do. What are our limitations and how far can we go? To start with, I personally feel that it is high time that we understood as to how far we could subsidise the private industry. Indian shipping has got a good deal of help—probably, in the opinion of some, much more than what it should have got. We have got to be careful about it. We are not clear about certain of these things in our minds nor do I think that the House has given a guidance. Neither the Estimates Committee nor the Public Accounts Committee have given us any guidance as to how far it should be nationalised and where the line should be drawn in the structure of the various enterprises. Some say that it should be mixed or semi-Government while some others say that it should be totally Government. All these are yet to be considered. I regret that very few people give thought to this problem and yet we go on suggesting spending this much and that much. We have to see that there exists a proper administrative set-up, well-thought-out rules and regulations as to the manner in which this shall be done. If it is a mixed organisation or semi-Government organisation what will be the position? Will it be a statutory corporation or some other kind of management? All these things should be thought of before we embark on all kinds of

suggestions in this House especially because it happens to attract our attention when this Demand is considered. I would, therefore, through you, Sir, warn them to be very careful when they talk of subsidising the private industry, this and that. If it can be called hesitation, I welcome it. Things cannot be done as everyone of us wants and the Ministry cannot rush things in this manner. I congratulate the Minister on this point and I entirely disagree with the views of those who want to rush things and get all kinds of assistance to each and every private industry which is running shipping today. I have been in the know of these things for some months now and I think that it is a wrong tendency which must be checked.

I heard with great attention the speech of an hon. Member about the development of waterways. Look at the investment required and the enormity and scope of the problem. It is a huge country and there are thousands of rivers—some of them partly navigable and others not at all navigable. Let us make the inland waters navigable—he said so. Is that the way to proceed about it? We cannot do it like that. I am sure in this unfortunate country of ours, if it so happens and the Minister starts having waterways and developing them, it will so happen that the big rivers like Jumna and Ganga will come in first and each one will then think that his province has been neglected. All charges and counter-charges will be levelled on the floor of this very House. So, all these have to be thought out very carefully.

I regret very much a suggestion that has come from one of our Committees which I have held in the highest esteem and regard the Estimates Committee. I personally think that it should be none of the business of our Committees to suggest additions to Ministries. Have another Ministry or two—such are the suggestions. Where shall we end? I do not like this kind of thing—I may say very frankly. As a matter of fact, I feel that the Ministry of Railways and Transport—especially the Transport Ministry mostly does some co-ordination job. Three-fourths of the work with which this Ministry is associated is being done in the States—I mean, the building of roads. They are all State subjects. Why should we go on multiplying our Ministries for something that the States are doing. I am very much opposed to interference with the initiative of the States. This is almost a matter of principle with

me because we should decentralise our work as much as possible. That is the way to achieve some results in this country. What is the use of our saying that we have no faith in this or that State? Everyone will have grievances. We are accustomed to airing our grievances against anybody and everybody and on that basis go on changing the administrative set-up. In that way one can suggest the setting up of a dozen Ministries. As a matter of fact, one can ask for all kinds of Ministries, one can think of including a Ministry for entertainment. So I would very strongly deprecate any idea of multiplying our Ministries without due and valid reason, and for Transport to be made into a separate Ministry, unless we want a few more Ministers, I do not see any reason.....

An Hon. Member: That is the reason.

Shri T. N. Singh:..... to go for it.

What is wrong now? Let us take a rational view of our inland waterways. I say it is beyond our resources to take up the various rivers and make them all navigable for 500 or 600 miles. If the Ministry has decided to encourage flat-bottomed vessels for transport purposes what is wrong with it except that some more money is going to be spent on it? I think that is the only sensible way to tackle this problem within our limited resources. I for one, probably, has earned a bad name of being very stingy or opposing expenses. I want to scrutinise everything. I am very strict personally. Therefore, I do not want money to be spent on a large scale, when our resources are very limited, on all kinds of things which are desirable. They may be good things but there is a time to spend. We cannot do it at present. We have got so many things to be done under the Five Year Plan in view of the things that are happening those days. Therefore I would very strongly urge, let us go slow in all these things.

Having done with shipping and waterways, I would now like to deal with the subject of road transport. I feel that road transport these days is a costly affair. We, the consumers or the people of this country, are paying the manufacturers about 80 per cent more price for each vehicle that is brought here. It is a highly protected industry. Who is paying for it? It is the user who is paying. It is an accepted axiom for investments that in days when machinery and plants cost high it is not always desirable to

launch on big capital programmes. It is in days of low prices that big capital projects should be generally launched upon. Now, I will tell you about the history of this subject in Germany. In the years 1932, 1933 and 1934—those were the days of low prices—they launched on heavy capital expenditure. That was a wise thing to do. But, here, apart from the heavy prices that are ruling in this country, because of the protection we are giving to the motor vehicle industry, we are paying through our nose very heavy prices and, mind you, depreciation on a motor vehicle is very high. The highest depreciation rate is applicable to motor vehicles. In 3, 4 or 5 years they must be renewed or replaced. That is the position. Therefore, in that regard, as one who wants public money to be spent after due care and scrutiny, I would very strongly urge, let us think twice before launching on a very large-scale programme of road transport.

Then there is another thing. People are saying that nationalisation of transport is going on all right in so many States. But, even with these high prices the motor operators in Punjab—all credit to them—are able to compete successfully with the Railways. Here the private *motor-car-walas* want all kinds of help and assistance from the Government. What for? So that inefficient transport service may be pushed up with public money. That should not be done.

As a matter of fact, I quite agree that we should explore the possibility of manufacturing diesel engines on a larger scale in India. I think it has now become possible. I endorse Shri V. P. Nayar's remarks that we should try to manufacture these. I do not know how far that comes within the purview of our Transport Ministry. But, if the Government will try to manufacture diesel engines, probably, we can manufacture them and also at competitive rates. That is my view and it should be possible. Petrol engines will be very difficult to be manufactured in the present context of things, but with diesel engines I have hopes. Probably we may manufacture them in larger numbers and then it is worthwhile expanding our capacity to manufacture more and more diesel engines. So far as road transport is concerned that is what I would strongly urge.

• Then there is a small point about the roads themselves. I say if we can concentrate more on feeder roads that would be a good thing. The States have

[Shri T. N. Singh]

very poor finances. With regard to national highways we are trying to finance them as far as possible and it does not seem possible now to help them. But, if you want the cultivator to get good prices for his products it is no use having these big roads. They cannot help beyond a certain limit that category of people who are getting very poor prices for their products. If they had feeder roads—which item is essentially a responsibility of the State Governments—it would help them in getting good prices for their products. So, having smooth roads, first class national highways and that kind of thing can be thought of when the nation becomes prosperous. Now let us carry on with what we have.

Shri B. D. Pande (Almora Distt. North-East) : Not even pucca roads ?

Shri T. N. Singh : Of course, up to Garhwal.

In winding up, I would only urge let us be very conscious of our limitations; try to do whatever we can with our limited resources and not launch on ambitious programmes which we cannot manage. Then only I think we can proceed properly.

श्री राधा रमण (दिल्ली नगर) : उपाध्यक्ष महोदय, मैं सर्वप्रथम अपने परिवहन विभाग यानी ट्रान्सपोर्ट मंत्रालय को उस की अब तक की सफलताओं के लिये बधाई देना चाहता हूँ। मेरा अपना ऐसा विश्वास है कि इस मंत्रालय ने अब तक जो कुछ काम किया है वह अपनी शक्ति के अनुसार बहुत अच्छा किया है। यह ठीक है कि हमारा देश बहुत बड़ा है और उस की आवश्यकतायें भी इतनी हैं कि अगर हम इन को साल ब साल इस सदन के सामने रखते चले जायें तो बहुत वर्ष लगेंगे जब हर एक सदस्य इस सदन का यह कह सकेगा कि जो माँग उस ने सदन के सामने रखी थी, वे पूरी हुई।

2 P.M.

जैसा कि अभी हमारे भाई श्री टी.एन.सिंह जी ने कहा कि जब हम इस प्रकार की माँगें सदन के सामने रखते हैं तो हमें इस बात का ध्यान आवश्यक रखना चाहिये कि हर एक मंत्रालय को अपने अपने काम को अधिक से अधिक बढ़ाने और हमारे देशवासियों को अधिक से अधिक संतोष देने के लिये एक परिमित परिमाण में ही रकम मिल सकती है, और यदि इस परिमित परिमाण की

रकम को वह हर एक सदस्य की हर एक इच्छा को पूर्ण करने में किसी तरह लगा दे तो सम्भवतः हमारी कोई भी इच्छा पूर्ण नहीं होगी, सब की सब इच्छायें अधूरी रह जायेंगी। इसलिये यह बहुत आवश्यक है कि हर मंत्रालय अपने काम के फैलाव में इन सारी चीजों को देखे कि कहां अधिक आवश्यकता है और कहां पर अधिक से अधिक रकम खर्च करनी चाहिये, जिस के खर्च करने से अधिक से अधिक संख्या में हमारे देशवासियों को संतोष मिल सके।

मैंने अभी इस मंत्रालय के विषय में माननीय सदस्यों ने जो विचार प्रकट किये उन को सुना। जहाँ तक शिपिंग (नौवहन) का तालुक है, मैं इतना ही कहना चाहता हूँ कि हमारे देश में जब से वह स्वतन्त्र हुआ है, इस सम्बन्ध में काफी प्रगति हुई है, और हमें यह बात भली प्रकार मालूम होगी कि हमारे देश का नैविगेशन (नौ-परिवहन) बहुत ही ग्रन्ड डेवेलप्ड (अधिक-विकसित) और बहुत ही शुभ्रात की स्टेज में हमारे हाथों में आया था, जिस समय कि हम स्वतन्त्र हुए थे। इतना होते हुए भी मंत्रालय ने इस विषय पर काफी ध्यान दिया है और भले ही जो नये शिप्स (जलयान) तैयार किये गये हैं और जो सुविधायें हम को उन जहाजों में चलने और भ्रमण करने की मिलने लगी हैं वह पर्याप्त न हों, लेकिन फिर भी हम इस बात को सामने रखकर संतोष कर सकते हैं कि हमारा काम आगे बढ़ रहा है। मंत्रालय के लिये जरूर यह सोचने की आवश्यकता है कि जितनी तेजी से हम कदम बढ़ाना चाहते हैं या हमारे देशवासी हमारी सरकार के कदम जितनी तेजी से बढ़ते देखना चाहते हैं, यदि उस में किसी प्रकार का दोष या किसी प्रकार की कमी है तो उसे कम से कम समय में और अधिक से अधिक मात्रा में दूर किया जाना चाहिये।

इस विषय में मैं बहुत ज्यादा न कहता हुआ सिर्फ रोड ट्रान्सपोर्ट (सड़क परिवहन) के बारे में कुछ अपने विचार रखना चाहूंगा। हमारे देश के अन्दर एक बहुत बड़ा प्रोग्राम (कार्यक्रम) पिछली पंचवर्षीय योजना के मातहत चला और एक बहुत बड़ा प्रोग्राम (कार्यक्रम) रोड ट्रान्सपोर्ट (सड़क परिवहन) और नेशनल हाईवेज (राष्ट्रीय राजपथ) बगैरह का हमारे सामने अगली पंचवर्षीय योजना के मातहत आने वाला है। मैं इस राय से बिल्कुल इत्फाक रखता हूँ कि जहाँ हमें बड़े बड़े नेशनल हाईवेज (राष्ट्रीय राजपथ) बनाने चाहिये, या जो

हमारी ऐसी सड़कें हैं जिन के द्वारा हम आने-जाने और भ्रमण के कार्यों को ज्यादा सुचारु और अच्छा बना सकते हैं, उन को हमें हाथ में लेना चाहिये क्योंकि आम जनता को एक दूसरे के साथ मिलाने या एक दूसरे के साथ उस का सम्पर्क बढ़ाने की बड़ी आवश्यकता है, और अगर हम ऐसा करें तो हमें देश को एकता में बांधने में बड़ी आसानी होगी। लेकिन मैं देखता हूँ कि आज हमारा ध्यान अधिकतर बड़ी बड़ी सड़कों की तरफ और इस प्रकार के भ्रमणकारी साधनों जैसे बड़ी बड़ी बसों या मोटरकारों की तरफ अथवा कलात्मक वैहिकल्स की तरफ ही जाता है। इस के कारण हमारे गांवों में और छोटे छोटे कस्बों में अब तक जो आने-जाने के या भ्रमण करने के साधन थे वह आहिस्ता आहिस्ता खत्म होते जा रहे हैं या उसी दश में पड़े हैं जिनमें वे आज से बीस या पच्चीस वर्ष पहले थे। कभी कभी जब हमें उत्तर प्रदेश, बिहार या अन्य प्रदेशों के गांवों में, कस्बों में और छोटे शहरों में जाने का मौका मिलता है तो पता चलता है, और देखने में भी आता है, कि आज से बीस या पच्चीस वर्ष पहले जो वहां पर एक बहुत पुराने किस्म का गड्डा या इक्का चलता था वही चलता चला आता है। उन पर बैठने वालों को कितनी कठिनाई होती है और उन इक्के वालों को भी आने-जाने के नये साधनों के कारण कितना कष्ट उठाना पड़ता है, इस की तरफ हमारी सरकार की तबज्जह होनी चाहिये। जहां हम इन यातायात के नवीन साधनों को या आने-जाने और भ्रमणकारी साधनों को अपने देश में फैलाना चाहते हैं वहां हमें पुराने साधनों को भी बिल्कुल खत्म नहीं करना चाहिये, बल्कि नये नये सुझाव रखकर उनको बढ़ाना चाहिये प्रगति देनी चाहिये, उनमें जिस प्रकार के भी इम्प्रूवमेंट (सुधार) हो सकें उन को हमें करना चाहिये। हम देखते हैं कि अगर आप सारे देश के छोटे छोटे शहरों, छोटे बड़े गांवों और कस्बों में जायें तो किस्म किस्म की रिकशायें, तांगे, चक्के और अन्य प्रकार के वाहन मिलेंगे। कई जगह इन्हें मनुष्य स्वयं चलाते हैं जिस के कारण उनमें बैठकर सफर करने की इच्छा भी नहीं होती है। जहां हमारा मंत्रालय इस बात की कोशिश कर रहा है कि आने-जाने और भ्रमण के साधनों को बढ़ाया जाये और उनके उपयोग में यात्रियों को ज्यादा सुविधा हो, वहां हमें इस बात का भी ध्यान रखना चाहिये कि जो पुराने तरीके के साधन हैं, जिनको हम अपने गांवों में, कस्बों में या अपने प्रदेशों के छोटे छोटे इलाकों में बच्चों से देख रहे हैं, और जिनमें हजारों की तादाद में काम करने

वाले लगे हुए हैं और अपना पेट भर रहे हैं, उनमें भी आहिस्ता आहिस्ता इम्प्रूवमेंट (सुधार) हो। उनमें सुधार करने की ओर हमारे मंत्रालय को अवश्य ध्यान देना चाहिये। हम अपने देश के अन्दर हजारों बसें चला दें, बड़ी बड़ी सड़कें बना दें और उनके ऊपर बहुत तेजी से वे बसें दौड़ने लगे और लोगों को भी अधिक आराम होने लग जाये, अगर हमारा दृष्टिकोण यह होना चाहिये इन नये नये साधनों के कारण पुराने साधनों को हम अपने गांवों, कस्बों और शहरों से निकाल न दें क्योंकि ऐसा करने से एक प्रकार से हम बेकारी बढ़ाने चले जाते हैं। हमें इसकी ओर ध्यान देना चाहिये कि हम उन में कुछ सुधार करें और ऐसे सुधार करें जिनसे उनमें शारीरिक शक्ति कम खर्च हो, उन के चलने-फिरने में ज्यादा तेजी आ जाये। मैं यह समझता हूँ कि इस प्रकार का कार्य बहुत अच्छा होगा और साथ ही साथ जहां हम यातायात के बारे में हर प्रकार की प्रगति कर रहे हैं वहां हम इन शक्तियों का भी इस्तेमाल अपने यातायात के काम में, भ्रमण के काम में और आने-जाने के काम में कर सकेंगे।

इस सम्बन्ध में मैं एक और बात कहना चाहता हूँ कि हमारे देश में नेशनल हाईवेज (राष्ट्रीय राजपथ) जो हैं वे बढ़ते ही जा रहे हैं, आने जाने की जो सुविधायें हैं वे भी ज्यादा होती जा रही हैं, लेकिन हमारे मंत्रालय को एक बात का ध्यान अवश्य रखना चाहिये कि नेशनल हाईवेज (राष्ट्रीय राजपथों) पर जितने भी ब्रिज प्रचवा पुल आते हैं या तो वे ओवर ब्रिज हों या अन्डर ब्रिज हों क्योंकि इससे आने जाने वालों को बहुत सुविधा होगी। मैं देखता हूँ कि आज हमारी सड़कें बहुत लम्बी लम्बी हैं। चाहे हम मोटर में चलें, चाहे हम गाड़ी में चलें या ट्रक में चलें, किसी भी तरीके से चलें, हम को बहुत से रास्ते ऐसे मिलेंगे जहां पर रेलगाड़ियों के आने-जाने के कारण पुलों को बन्द कर दिया जाता है और वहां पर यात्रियों को अपने वाहन के साथ खड़ा होना पड़ता है और बाज दफा तो वहां पर काफी वक्त लग जाता है क्योंकि ट्रेन के आने तक मोटर गाड़ियों और बसों को वहां पर रुकना पड़ता है। इस लिये इस की ओर भी ध्यान देने की आवश्यकता है। मैं ऐसा नहीं समझता हूँ कि इसमें बहुत ज्यादा खर्च होगा। बल्कि मेरा तो यह स्थान है कि शनैः शनैः अगर इस पर ध्यान दिया जाये और मंत्रालय इन हाईवेज को इन कठिनाइयों से सुरक्षित कर दे तो उसमें रेलगाड़ियों के आने-जाने से भी कोई

[श्री राधा रमण]

बाधा नहीं पड़ेगी और लोगों को भी बहुत सुविधा हो जायेगी।

अब मैं ज्यादा वक्त न लेते हुए कुछ बातें दिल्ली ट्रांसपोर्ट के सम्बन्ध में भी कहना चाहता हूँ क्योंकि यह मेरे अपने सूबे से ताल्लुक रखता है। जो रिपोर्टें पेश हुई हैं उसमें इस की व्यवस्था को बड़ा अच्छा बताया गया है और उसमें मुनाफा भी दिखाया गया है। मैं यह बात जरूर मानता हूँ कि दिल्ली ट्रांसपोर्ट का काम साल-ब-साल बेहतर होता जाता है। हमने जो टारगेट (लक्ष्य) पहले पांच साला प्लान (योजना) में रखे उनको हमने प्राप्त कर लिया है और प्लान के अन्त तक ४०० बसों के चलाने की जो बात कही थी वह पूरी हो गई है। लेकिन मैं यह कहना चाहता हूँ कि जो संस्था की बात हमने कही थी, वह तो अवश्य पूरी कर ली है। लेकिन इनमें से बहुत सी ऐसी बसें हैं जो बहुत पुरानी हैं और जी० एन० आई० टी० के समय से हमारे पास हैं। और इन में बहुत सी ऐसी बसें भी हैं जो डीजल से चलती हैं। डीजल से चलने वाली बसों का आजकल बहुत ज्यादा प्रचार हो रहा है और इनको ज्यादा पसन्द किया जा रहा है। इसका कारण यह है कि ये सस्ती पड़ती हैं और इनको चलाने में खर्च भी कम आता है। लेकिन यह बसें बहुत बुरा धुआँ फेंकती हैं और जब यह धनी बस्तियों में इस प्रकार धुआँ फेंकती गुजरती हैं तो पीछे पैदल चलने वाले लोगों को बड़ा कष्ट पहुंचता है। यहां तक कि वह बीमारी का शिकार भी बन जाते हैं। इस वास्ते ऐसी जगहों पर इन डीजल वाली बसों को न चलाया जाए तो अच्छा है। उपाध्यक्ष महोदय, आप अच्छी तरह से जानते हैं और दूसरे माननीय सदस्य भी जानते हैं कि दिल्ली सूबा एक ऐसा सूबा है जो सबसे ज्यादा डेंसली पापुलेटिड है यानि घनी आबाद है। यही एक ऐसा सूबा है जिसको कि यह फर्रुहासिल है कि वह अपने अन्दर बाहर वालों को जञ्ज करता जाता है। आज भी हज़ारों की तादाद में लोग आ कर दिल्ली में बस रहे हैं और यहां पर समाते जाते हैं। जब यह बात है तो हमें इस बात पर भी विचार करना चाहिये कि हम उन बसों को, जो कि पुरानी हैं, जो एन० आई० टी० के वक्त की हैं जिनके इंजनों में डीजल आयल के जलने का तरीका पुराना है, जिनमें से बहुत ज्यादा धुआँ निकलता है जिससे कि चलने वालों को तकलीफ होती है, हटा लें और उनकी जगह नई बसें चलायें।

इसके साथ ही साथ मैं यह भी कहना चाहता हूँ कि जो शैल्टर आपने बनाये हैं वह बिल्कुल नाकाफी तो हैं ही लेकिन इसके साथ ही साथ उन का जो आकार है वह भी बहुत छोटा है और बारिश से तथा धूप से बचने के लिये जितनी हिफाजत की वहां पर जरूरत होनी चाहिये वह नहीं होती है। आपने भगली पंच-वर्षीय योजना के दौरान में १०० नये शैल्टर बनाने का इरादा किया है। इस के लिये मैं आप को मुबारकबाद देता हूँ। साथ ही साथ मैं यह जरूर अर्ज करता हूँ, कि जो आप नये शैल्टर बनायें उन में दो बातों का अवश्य ख्याल रखें। मैं इस बात को मानता हूँ कि सफर करने वाले यात्रियों की तादाद दिन-प्रति-दिन बढ़ती जा रही है और जो पीक आवर्ज में सफर करते हैं उन सब के लिये शैल्टर प्रोवाइड नहीं किया जा सकता है। आज कल जो शैल्टर बनाये गये हैं उन में १०-१५ आदमियों से ज्यादा खड़े नहीं हो सकते हैं। बाकी जो लोग बच जाते हैं उन को धूप में या बारिश में ही खड़ा रहना पड़ता है। अगर आप इन सब के लिये शैल्टर प्रोवाइड नहीं कर सकते तो कम से कम इतने बड़े शैल्टर तो बनायें जिन को कि संतोषजनक कहा जा सके। साथ ही साथ धूप और बारिश से बचने के लिये उन के आकार में कुछ परिवर्तन किया जाना चाहिये। मैं चाहता हूँ कि मंत्रालय इस ओर ध्यान दे।

एक बात अब मुझे टूरिज्म (पर्यटन) के सम्बन्ध में कहनी है। आपने इस सिलसिले में एक एडवाइजरी कमेटी बनाई है और कुछ आफिसिस भी खोले हैं और अगले पांच सालों के लिये आप के पास एक एम्बीशस प्रोग्राम (महत्व-कांक्षी कार्यक्रम) भी है। मैं यह अर्ज करना चाहता हूँ कि दिल्ली एक बहुत ही सुन्दर शहर है और भ्रमणकारियों को इतनी ज्यादा तादाद में आकर्षित कर सकता है कि हमें बहुत ज्यादा आमदनी होने की आशा हो सकती है। लेकिन अगर हम चाहें कि जितनी भी सुन्दर जगहें हैं, जितनी भी अच्छी-अच्छी जगहें हैं, जितने भी देखने लायक जगहें हैं उन सब जगहों पर होटलों का प्रबन्ध कर दें, रेस्ट हाउसिस का प्रबन्ध कर दें, यात्रियों के लिये सुख-सुविधाओं का प्रबन्ध कर दें और यह भी एक या दो साल में, तो यह नामुमकिन सी बात है। लेकिन मैं यह जरूर सोचता हूँ कि इस तरफ यदि आप थोड़ा सा खर्च कर दें तो आप को आमदनी काफी हो सकती है और जितना आप खर्च करेंगे उस के साथ आमदनी बढ़ भी सकती है। इस के बारे में

अभी मिस्टर सिंह ने भी कहा और मैं भी कहता हूँ कि अगर इस तरह आप का ध्यान ज्यादा हो और आप उन स्थानों पर कि जहाँ यात्रियों को आकर्षित किया जा सकता है, या जहाँ यात्री जा कर खुश हो सकते हैं, सस्ते और अच्छे रेस्ट हाउसिस बना दें तो अच्छा होगा। आपने टूरिज्म को बढ़ावा देने के लिये लम्बरी बसिस का भी इन्तजाम किया है। लम्बरी बसिस का मतलब यह है कि जिन लोगों के पास पैसा है, जो धनी लोग हैं, वही इन का लाभ उठा सकते हैं। मैं अर्ज करूँगा कि जहाँ आप लम्बरी बसिस चलाते हैं वहाँ आप को बहुत साधारण और चीप बसिस भी चलानी चाहिये जिन्हें साधारण यात्री पिकनिक इत्यादि के लिये भी उपयोग में ला सकें। यदि आप सस्ती बसिस चलायेंगे तो अधिक संख्या में यात्री फायदा उठा सकेंगे। थोड़े आदमियों को आराम पहुँचाने की गज्र से आप जो महंगी बसिस चलायेंगे उन से आप को जितना फायदा होगा उस से ज्यादा फायदा सस्ती बसें चलाने से हो सकता है।

अब आखिरी बात मैं रेस्ट हाउसिस के बारे में कहना चाहता हूँ और मैं आशा करता हूँ कि उपाध्यक्ष महोदय, मुझे आप एक मिनट और देंगे। दिल्ली भारत की राजधानी है। यहाँ पर पहले एक रेस्ट हाउस हुआ करता था और वह भी रिक्रूटिंग सेंटर बन गया है। एक हार्डिंग सराय जो किसी जमाने में बनी थी इतनी सस्ती थी कि वह हमेशा इतनी भरी रहती है जिसका हदोहिसाब ही नहीं। जो होटल हैं जिन में कि यात्री लोग ठहर सकते हैं, उन की जो हालत है वह मैं समझता हूँ, जो संसद सदस्य दिल्ली में रहते हैं, वे खूब अच्छी तरह से जानते हैं। मैं समझता हूँ दिल्ली एक ऐतिहासिक नगर है, यहाँ अनेक चीजें हैं जो कि देखने के काबिल हैं। राजधानी होने के नाते भी हजारों यात्री यहाँ आते हैं और अधिक आ सकते हैं। लेकिन फिर भी क्या कारण है कि यहाँ पर एक भी रेस्ट हाउस आप नहीं बना सके हैं? मैं चाहता हूँ कि अगर गवर्नमेंट के पास पैसा नहीं है तो गवर्नमेंट ऐसी स्कीम जारी कर सकती है कि जिस स्कीम में ग्राइवेट रुपया लगा कर यात्रियों को उन से कंट्रोल रेट पर पैसा ले कर वहाँ पर ठहराया जा सके और उन की सुख-सुविधाओं की देख-भाल हो सके।

अन्त में मैं मंत्रालय को जो काम उस ने किया है उस के लिये बधाई देता हूँ और साथ ही साथ मैं आशा करता हूँ कि अभी तक जो काम मंत्रालय

नहीं कर पाया है उस को वह भविष्य में तेजी से और उत्सुकता से करेगा।

Mr. Deputy-Speaker: Before I call upon the next speaker I have to make an announcement. The following are the selected cut motions relating to various Demands under the Ministry of Transport which have been indicated by the Members to be moved:

Demand No.	No. of Cut Motions				
95	305, 780, 785,	306, 781, 786,	307, 782, 787,	390, 779, 783, 784,	
96	789,	790,	791,	793,	794.
97	795,	796,			
99	797,	798,			
100	799,	800,			
141	802,	803,			
142	804,				

Scope for developing Tourist Traffic in the Chilka-Gopalpur Area

Shri U. C. Patnaik: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Need for Naval Co-operation in building Ships for Coastal Trade

Shri U. C. Patnaik: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Provision for Easy Conversion of Merchant Vessels for Naval Use in Emergencies

Shri U. C. Patnaik: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Necessity for Co-ordinating the Three Defence Services for Defence Needs of Harbours, Ports and Lighthouses

Shri U. C. Patnaik: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

National Highways and Bridges in Karnataka

Shri Sivamurthi Swami: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Policy in regard to the Shipping Freight on Coastal and Foreign Shipping

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Inadequate Expansion of Mercantile Marine

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Policy regarding Tourist Traffic

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Lack of Regular Shipping Service from Calicut to Laccadives and Maldives.

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Delay in Bringing Forward Necessary Legislation in the Matter of Motor Vehicles

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Policy of Developing Minor Ports

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Failure to Make Arrangement for a Ship Building Base at Cochin Port

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Failure to Construct near Kurnool a Road Bridge over Tungabhadra River

Shri Gadilingana Gowd: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Policy in the Matter of Coastal and Foreign Shipping

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ministry of Transport' be reduced by Rs. 100."

Construction of Bhatkal Port on the West Coast

Shri Sivamurthi Swami: I beg to move:

"That the demand under the head 'Ports and Pilotage' be reduced by Rs. 100."

Delay in starting a Rating Training Establishment on the West Coast

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ports and Pilotage' be reduced by Rs. 100."

Labour Policy in Regard to the Employment of Labour in Ports

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ports and Pilotage' be reduced by Rs. 100."

Attitude in Regard to the Labour in Cochin Port

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Ports and Pilotage' be reduced by Rs. 100."

Construction of Major Port Near Malap and Karwar

Shri Sivamurthi Swami: I beg to move:

"That the demand under the head 'Ports and Pilotage' be reduced by Rs. 100."

Inadequacy of proper arrangements for warning ships against bad weather

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Lighthouses and Lightships' be reduced by Rs. 100."

Lack of proper Communication in the Costal regions to help Sea-Going Craft

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Lighthouses and Lightships' be reduced by Rs. 100."

Need for Construction of Bridges over all Major River Connecting Highways

Shri Sivamurthi Swami: I beg to move:

"That the demand under the head 'Communications (including National Highways)' be reduced by Rs. 100."

Delay in constructing the bridge at Aroor Makkam and Alway in Travancore-Cochin

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Communications (including National Highways)' be reduced by Rs. 100."

Labour employed in the Delhi Road Transport Authority

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Miscellaneous Departments and Expenditure under the Ministry of Transport' be reduced by Rs. 100."

Working of the Delhi Road Transport Authority

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Miscellaneous Departments and Expenditure under the Ministry of Transport' be reduced by Rs. 100."

Inadequacy of outlay on roads in Travancore-Cochin State having regard to the special unemployment position in the State

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Capital Outlay on Roads' be reduced by Rs. 100."

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Policy in regard to Capital Outlay in road building

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Capital Outlay on Roads' be reduced by Rs. 100."

Policy regarding expenditure under Other Capital Outlay on the Ministry of Transport

Shri V. P. Nayar: I beg to move:

"That the demand under the head 'Other Capital Outlay of the Ministry of Transport' be reduced by Rs. 100."

Mr. Deputy-Speaker: All these cut motions are now before the House. It is now time for me to call upon the hon. Minister. But if Mr. Patnaik can give his points in five minutes I shall allow him—though for that also I have to snatch from the Minister's time.

Shri U. C. Patnaik (Ghumsur): We are at present faced with a very important problem, and that is whether to curtail our planning expenditure, the expenditure of the different Ministries, in order to meet any contingency in the international sphere. From that point of view I beg to point out that in all the other countries there is no such air-tight or water-tight compartmental system in the different Ministries as we have got here in India as the heritage of British bureaucracy. In other countries there is a co-ordination of the different departments. As the time given to me is very short I shall point out in a few sentences how the Transport Ministry is not to be viewed merely as a Ministry in charge of water transport, sea transport, road transport and tourist traffic, but it is also an auxiliary to the other departments whose expenditure has got to be increased. And to some extent the Ministry of Transport will have to see that we strengthen our national defences through this transport organisation, which is being done in other countries.

I would point out that in every other country the merchant navy, which was formerly called the Mercantile Marine is considered to be the second line of naval defence. In the U.K., practically the entire naval defence organisation has been built up on the mercantile marine, built even earlier by mediaeval Buccaneers, Pirates and others. You know, Sir, that the first aircraft carrier built by the

[Shri U. C. Patnaik]

U.K.—the *Angus*—in 1914-17 was a merchant vessel, which was converted for naval purposes. In other countries also, the situation is the same. In the U.S.A., for instance, in 1936, the foundations of a revitalised mercantile marine were laid and the Merchant Marine Act of 1936 was passed to promote American commerce and provide for national defence. Its purpose was not only development of commerce; it was also meant to serve as a naval auxiliary in times of war or national emergency. It was to be operated under the U.S. Flag, and composed of the best, safest and most suitable types of vessels which could be used for coastal shipping, and at the same time convertible by providing for gun emplacements and other gadgets for naval purposes to be commandeered for war. The seamen trained in the merchant vessels too, may be utilised as naval volunteers and auxiliaries. In the U.S.S.R., in the first Five Year Plan, merchant ship-building was taken up on a very large scale. In 1918, the Soviet Mercantile Marine was founded. The total tonnage of merchant ships which, in 1919 was 412,000 tons, rose in 1936 to 12 lakh tons. In 1938, in one year, the U.S.S.R., spent 25 million roubles in purchasing such ships. The same is the case in other countries also. My hon. friend Shri Ragnath Singh has pointed out how Germany and Italy and other countries have been subsidising the merchant navy for naval purposes as naval auxiliaries. They give loans, subsidies and other aids to the merchant ships at nominal rates of interest over long periods of time, provided the building conforms to the specifications and designs given by naval engineers, so that, wherever necessary they could be commandeered for naval purposes.

There is another very important point on which the Ministry of Transport will have to co-operate with the Defence Ministry, and that is in providing defence for ports and harbours. In every country the Port or Harbour administration is fully co-ordinated with the Army, Navy and Air Force in ensuring coastal defence, by making the necessary provisions. Here, in our country, it is not only a question of not co-operating, but it is positive non-co-operating, going against the naval interests in certain matters. I shall point out, for instance the Cochin base where you have a civilian base as well as a naval base. The misfortune is that the civilian base does not have any naval officers to advise them. There is only a railway man and a customs man to represent the Government.

The Navy is not represented, with the result that extensive areas of very great strategic importance, like the Willingdon island, which is just abutting the naval base, are being given over to private persons. Similarly, the Candle island has been given to a foreign firm by the port trust authorities which is against our national interests because that island guards the passage to the naval base. In every port and harbour, they can easily put up radar sets, search lights, Anti-aircrafts, Asdics and other things which are lying in certain Ordnance depots for years which I can mention to the hon. Minister if he likes, which could be brought to the various ports and harbours and properly utilised. Our ports and harbour defences should be strengthened and such defence can easily be provided if the Transport and Defence Ministries co-operate.

I should like to mention one point about tourist traffic. The hon. Minister himself had been to Gopalpur and Chilka lake some time ago. These are places of very great beauty and interest. To develop these places for tourist traffic would be of immense help in earning foreign exchange for this country.

Mr. Deputy Speaker: The Hon'ble Minister. I think he wanted only half an hour.

Shri L. B. Shastri: I shall finish by 2.55.

There are 5 branches of activity under the Transport Ministry, dealing with roads, rivers, sea, besides tourism and the D. T. S. (Delhi Transport Service). Hon. Members have said something on each of these branches. I shall deal with shipping first. I might say that we have almost achieved the target we had fixed. It is true that the target was 6 lakh tons. It is also true that we have to get 18 ships in order to make up the deficiency. But, orders have already been placed. We expect to get these ships by the middle of the next year. It is true, it has very often been emphasised and it was said, perhaps, more than once by Shri Matthen that the Shipping Policy Committee suggested a tonnage target of 2 million tons for our country and that we are very much behind the target. We have found in practice that we can only reach the target slowly. As I said just now, we expect that our tonnage at the end of March will be of the order of 480,000 tons. A further 120,000 tons are, as I said just

now, in various stages of construction in various yards both in India and abroad. We expect that these new constructions will be ready for delivery before the middle of 1957, so that, by that time, we would have reached the target of 6 lakh tons. The Second Five Year Plan which has now been practically finalised provides for a tonnage target of 9 lakh tons. As I have said elsewhere, not in this House, there is none more sorry than myself for the fact that it has not been possible to provide for the full target of 10,45,000 tons, recommended by the study group of the Consultative Committee of Ship-owners. But, the House has to realise that there is no help because the limitation of finances cannot be got over. I expect that the Indian shipping companies who have already been approached by the Transport Ministry for working out their individual plans, will come forward and utilise the provision actually made in the Second Five Year Plan within the first three years of the Plan period. Upon that will depend the possibility of securing larger funds for additional tonnage within the Second Plan itself. I am aware that we are at present carrying in our ships not more than 5 or 6 per cent. of our overseas trade and that our total tonnage does not constitute more than half a per cent. of the total tonnage of the world. But, I am not a pessimist like Shri Matthen or one or two other Members who have spoken just now. I believe in action. Even if we are slow, we must be steady. We should pursue our work with determination and courage. We have to function under certain limitations: funds, technical knowledge, etc. But, within these limitations, we hope that by the end of the Second Plan period, not only will we be able to lift 100 per cent. of our coastal trade which we are even now doing, but also at least 50 per cent. of our adjacent trade and 15 per cent. of our overseas trade.

I might also inform the House that one particular line of shipping in which our country is lacking has recently attracted attention. I refer to tanker tonnage. This is a specialised branch of shipping which presents some special difficulties which have hitherto kept the Indian shipping companies away from this field. The Government of India have, however, devoted their attention to the development of this branch of shipping, and I am glad to say that a firm decision has now been taken for India to have at least three

tankers to begin with. We expect that one of these tankers which would be owned in the private sector will be registered in India before the end of March, 1956, that is before the end of this month, and two other tankers are expected to be acquired in the public sector by the Eastern Shipping Corporation, and these two should be in commission before long.

I might also inform the House that in furtherance of the announcement made in the joint *communiqué* issued by the Prime Ministers of India and the Soviet Union regarding the establishment of a regular shipping service between India and the Soviet ports, discussions are now proceeding between the Ministry of Transport and a delegation of the representatives of the Soviet Government with a view to establishing a shipping service between the two countries immediately. The talks are nearing conclusion and it is expected that an agreement for the establishment of the shipping service will be signed some time next week. The proposals envisage the regular operation between Indian ports and the Black Sea ports of Soviet Russia of a fleet of ten to twelve vessels comprising Indian and Soviet vessels on a parity basis as regards tonnage according to a pre-arranged schedule for a period of three months settled in consultation between the Soviet and Indian authorities. It is expected that the service will come into operation as soon as the agreement is signed. The intention is to expand the service by the addition of more vessels to keep pace with the development of trade between the two countries.

I might also inform the House that talks are in progress with a trade delegation from Yugoslavia for the establishment of a shipping service between India and Yugoslavia and for the utilisation of the spare capacity in Yugoslav shipyards to meet the needs of India for additional shipping during the Second Five Year Plan.

Shrimati Renu Chakravartty (Basirhat): What will be the freight charges? How do they compare with the present freight charges?

Shri L. B. Shastri: They are being discussed by our representatives as well as the representatives who have come from Russia and Yugoslavia. I do not want to divulge the proposals that are

[Shri L. B. Shastri]

being discussed, but I can say that the freight charges will be fairly reasonable in so far as we are concerned.

I might say that I do not at the present juncture want to go into the question of nationalisation of the shipping industry. Our objective at the present moment is to increase our tonnage, and shipping being a hazardous trade we do want to take the help and co-operation of others also. I shall not enter into the controversy, but it is a strange contradiction that the views which the deputy leader of the Communist Party expressed last time in this House were entirely different from the views expressed just now by Shri V. P. Nayar. But, as I said, I do not want to quarrel on that point. My purpose is to increase our present tonnage, and we will take the help of the private shipping companies in that matter, and the Government will also have to take initiative whenever they find it necessary. I may tell Shri Nayar that the Eastern Shipping Corporation is going to be taken over entirely by the Government. It is felt by the Ministry of Transport that Scindias who are partners in the Eastern Shipping Corporation should be permitted to withdraw from that Corporation so that the Corporation may be cent per cent Government-owned and Government-managed. Arrangements to give effect to the decision are under our active consideration. The budget estimates for 1956-57 contain a provision of Rs. 74 lakhs on account of the Eastern Shipping Corporation which would enable Government to meet their Commitment of 74 per cent. in respect of the additional capital of Rs. 100 lakhs proposed to be issued by the Corporation in 1956-57. If before this issue Government take over the Corporation, then the entire further capital of Rs. 100 lakhs will have to be invested by Government. The additional requirements of funds of Rs. 26 lakhs, I may tell the House beforehand, will then be met either by re-appropriation or by resort to a Supplementary Demand.

The House is, perhaps, aware that the proposals for the establishment of a second shipping corporation for the operation of shipping services to the Persian Gulf and Red Sea have also been formulated, and a decision is expected to be taken shortly for the establishment of the second corporation. I have appealed to the shipping companies to come forward, as I said just

now, to utilise the loan that we have kept at their disposal, but I would like to say it quite clearly that in case the response from the shipping companies is not satisfactory, the Government is not going to lag behind. We will enter the field and expand the shipping industry as we cannot afford to remain behind in this matter.

Shri Raghunath Singh said something about the Defence Ministry coming to our rescue and Shri Patnaik just now emphasized the fact that there should be complete co-ordination between the Navy and the merchant shipping. I do not know, I shall leave it to the Government of India in the Defence Ministry to consider the suggestions made by Shri Raghunath Singh, and I hope they will attach due weight to them. I might inform Shri Patnaik that there has been complete co-operation and to some extent co-ordination between the Defence Ministry and the Transport Ministry in certain matters. I might give one example. The United Kingdom Government suggested that gun stiffening of ships should take place so that no time may be wasted in mounting guns on merchant ships for their protection at the time of an emergency. This proposal found support with the Defence Ministry and they recommended that the Transport Ministry should also adopt the same technique. That proposal was accepted by us, and I might inform him and the House that all ships that are being built ever since at the Hindusthan Shipyard are being manufactured accordingly. I shall not go into the other points raised by Shri U. C. Patnaik, because there is hardly any time left.

I might only briefly mention that, as the House is aware, we have set up a rail-sea co-ordination committee. The main function of this committee is to go into the question of rationalisation and co-ordination of cargo movement. Shri B. Das, one of its prominent members is just now sitting in my front. The members of this committee have been meeting frequently to discuss these matters. This committee is expected to submit its report by the end of June, 1956, and we hope that as a result of its recommendations, a greater volume of cargo will move by coastal shipping. The Second Five Year Plan provides for an addition of one lakh tons of coastal tonnage to meet this increased demand.

Regarding ports, I would like to say that the major ports which are the direct responsibility of the Central Government have, during the First Five Year Plan undertaken development programmes estimated to cost Rs. 60 crores, intended to rehabilitate worn-out assets and equipments in the existing ports, and to provide a new major port at Kandla.

The construction of the Kandla port is now fast nearing completion. The *bandar* and the oil berths have been put into operation, and by October, 1956, two cargo berths are expected to be completed. The remaining works will be completed by March, 1957. This port will increase our port capacity by one million tons. In the Second Five Year Plan, provision has been made for providing two more berths to cater for more traffic which is now clearly in prospect.

The largest single item of work undertaken in the existing major ports is the provision of a marine oil terminal (at Bombay at a cost of Rs. 10 crores), which is now completed. The major ports have drawn up schemes estimated to cost Rs. 77 crores during the Second Five Year Plan period, for which a provision of Rs. 40 crores by way of Central assistance during the Plan period is being provided.

I shall say a few words now about the minor ports, because some Members have referred to this matter. At the outset, I might make it clear that minor ports are the responsibility of the State Governments. The First Five Year Plan included a provision of Rs. 1 crore of Central assistance to the State Governments for the development of the minor ports. The Central Government assisted the State Governments in the formulation of the Second Plan by appointing an officer on special duty to visit every port in the various States, needing development, and to advise as to the precise nature of the facilities required. A sum of Rs. 5 crores has been provided for minor ports in the Second Plan. About half of this will be required for individual items of work at several ports. It is intended to utilise the remaining Rs. 2½ crores for projects like the development of Paradwip, Tuticorin, Mangalore and Malpai ports. What is immediately feasible at Paradwip in the circumstances is the putting up of such shore facilities as will

be necessary, such as the pier for loading and unloading of ores brought to the ports by canals or other means of transport, and loaded through lighters taking the cargo into ships anchored and restowed. We are advised that by this means an appreciable volume of ore traffic can be handled. The Government of India are accordingly deputing their engineering officer to visit Paradwip in order to prepare a scheme on these lines.

I might also inform the House that with a view to make adequate provision for surveys of minor ports, it was recommended by the hydrographic survey sub-committee that a third ship was essential for this purpose. So, we have decided in consultation with the Ministry of Defence to convert an existing naval vessel into a survey vessel. For this purpose, a provision of a sum of Rs. 35 lakhs has been made in the next financial year, that is 1956-57.

Now I come to river transport. Our transport system includes about 5,500 miles of navigable waterways, of which the important ones are the Ganga, the Brahmaputra and their tributaries, the Godavari and the Krishna, the Buckingham canal, the Mahanadi canals in Orissa and the backwaters and canals of Travancore-Cochin.

Shri V. P. Nayyar: Rivers.

Shri L. B. Shastri: Considerable volume of traffic is catered by these waterways. The economy of Assam and the export trade in jute and tea are greatly dependent on water transport. The possibilities of increasing the transport potential of our rivers have recently been studied.

It is very easy to say that there should be no delay in furthering this scheme or project, but the problem mainly is one of designing craft suitable for economic operation on shallow waterways. The manufacture of this craft will take some time. The design was made after very careful consideration, and on the advice of a foreign expert who was brought to this country. I might say that a good beginning has already been made. A special type of craft has been designed, and orders have been placed for their construction. We are now setting up the organisation necessary for the operation of the craft.

Shri Matthen: May I know when the Minister expects to get them?

Shri L. B. Shastri: Let us wait and see. Anyhow, I hope that they will try to expedite. I cannot force them to supply them, say, tomorrow or the day after, or in a month or two. It is a technical thing, and it all depends.

Shri Matthen: Within a year?

Shri L. B. Shastri: I hope so. Perhaps earlier than that. We are taking the other preliminary steps. We are setting up the organisation necessary for the operation of the craft.

Then this is to be followed by similar projects on the Brahmaputra. It is also proposed to operate a modern diesel ferry service at a selected point across the Brahmaputra. We have provided Rs. 3.4 crores in the Second Plan for the development of river transport. I shall not go into the details. Provision has also been included in the Second Plan for the improvement of the Buckingham Canal and the West Coast Canal.

Shri K. P. Tripathi (Darrang): What about Assam?

Shri L. B. Shastri: There is hardly any time now, I have to finish in five or six minutes, and I must cover one or two more points.

Shri T. N. Singh: Assam is safe.

Shri K. P. Tripathi: We are not safe. We are in great difficulty. We are under a monopoly.

Mr. Deputy-Speaker: The Minister might continue.

Shri K. P. Tripathi: Is there any scheme to break the monopoly?

Mr. Deputy-Speaker: I would ask the Hon. Member not to interrupt the Minister. The Minister has very little time left at his disposal.

Shri L. B. Shastri: I wanted to say a few words about other matters. But I shall leave the point at this, because I must deal with roads.

In regard to the national highways, I shall merely reply to the point made by Shri Mohanlal Saksena. He asked

what progress has been made as compared to the targets fixed by the Nagpur plan. The Nagpur plan envisaged provision of 1,23,000 miles of metalled roads, and 2,08,000 miles of earth roads. At the commencement of the plan, there were 97,000 miles of metalled roads and 1,47,000 miles of unmetalled roads. At the end of the First Plan, the country is expected to have 1,07,000 miles of metalled roads, and 1,67,000 miles of earth roads. There is a small gap only. The Second Plan provides for doubling the rate of expansion as compared to the First Plan. On this basis, the country is expected to reach the Nagpur plan target in respect of road mileage by the end of the Second Plan. The Nagpur Plan target will not, however, be reached in respect of bridge construction. This is where the deficiency will have to be made up in the Third Plan.

Shri V. P. Nayar: But that Plan itself was inadequate, considering the present economy.

Shri L. B. Shastri: That may be so. Anyhow, the Hon. Member is aware that it is not the Central Government which executes this plan. The construction of roads is done by the State Governments as agents of the Central Government. But with the co-operation of both the State and Central Governments, we hope to go ahead with this plan.

Then he said something about bullock-carts. I entirely agree with him in that respect; I do not attach less importance to the use of the bullock-carts.

An Hon. Member: What about donkeys?

Shri L. B. Shastri: But we have done one thing in respect of the wheels of bullock-carts. We have given free steel for wide tyres for a number of carts to each State to try and popularise the wider tyres. At our request, the Central Road Research Institute is performing experiments with different designs of self-aligning hubs. But I might tell him that about the fitting up of rubber tyres on these vehicles, Shri J. C. Kuma-rappa, who is a great believer in the bullock-cart and in the development of village industries—I am not saying it in any jocular or sarcastic manner—has written to me strongly criticising our proposals. He has said that it would be uneconomic from the cultivator's point

of view, and it will mean an additional burden on the cultivator. But still I discussed this matter at the last meeting of the Transport Advisory Council. They have decided to start a pilot scheme, instead of taking it up as a whole on a very extensive scale, to assess the increase in the load carrying capacity of the pneumatic tyred cart. The State Governments have agreed to go ahead with it. We will, help them also financially, if required.

There has been enough talk of providing better co-ordination between rail, road, sea and other means of transport. Shri V. P. Nayar was not quite correct when he said that we were not paying sufficient attention to the manufacture of trucks or other vehicles in our country. I shall only read three or four lines from the report of the Study Group:

"The Council agreed that special efforts must be made"—

the Council referred to is the Transport Advisory Council—

"where necessary, in order to increase the demand for each type of vehicle so that production could become economical. It was considered that absorption of about 10,000 to 12,000 trucks per annum during the next few years, in addition to those required for the replacement of over-aged vehicles, would be a reasonable target to be aimed at".

Personally, I think it is a very big target, and if we can implement it, well and good. But Shri V. P. Nayar knows that we are already manufacturing diesel trucks on a big scale in our country.

Shri V. P. Nayar: Foreign companies.

Shri L. B. Shastri: The Minister, to whom he paid compliments, is responsible for manufacturing that; he is doing it.

I might merely say that I have considered this matter of co-ordination. I have given further thought to it and I have decided that a Central Board should be set up under the chairmanship of the Secretary, Transport Ministry. This Central Board will have separate sub-committees dealing with subjects like inland waterways, shipping and other means of transport.

These sub-committees will be functioning in close co-ordination with the Central Board of Transport. The details, naturally, will have to be worked out very carefully.

Regarding tourism, we have made significant advances in that direction. Tourist traffic in India has shown an increase from 21,000 in 1951 to 45,000 in 1955, an upward trend of about 20 per cent. annually is being maintained. I would like hon. Members to see some of the letters we have received from the tourists. If they do so, they will themselves compliment the work that the tourist department is doing.

About D.T.S., I shall merely inform Shri Radha Raman that a provision of Rs. 70 lakhs is being made in the budgets for 1956-57.

An Hon. Member: Why so much?

Shri L. B. Shastri: Perhaps due to some mistake, one Hon. Member—I think it was Shri Anandchand—said that I had said that the work of the D.T.S. was rather unsatisfactory or very bad. I can only say that he is thinking of perhaps the first year when I spoke on the D.T.S.—in 1952.

Shri T. N. Singh: He is thinking of his own Bilaspur State.

Shri L. B. Shastri: Yes, his old State. Anyhow, the position has completely changed since 1952, and we are running the Delhi Transport Service at a profit of about Rs. 3,60,000 or even a little more.

Shri V. P. Nayar: But nowhere else are the bus charges so high.

Shri L. B. Shastri: I must finish in one minute; otherwise, I would have replied to that.

Shri V. P. Nayar: He takes shelter under that.

Shri L. B. Shastri: If the Deputy-Speaker will permit me, I will answer that also.

Mr. Deputy-Speaker: That point can be discussed between the hon. Member and the Hon. Minister.

Shri L. B. Shastri: If he so desires.

As regards other facilities in the D.T.S. like shelters and other matters, we are already considering those things. I hope the House will find that there will be consistent and constant improvement in the service which we are providing in the capital city of our country, namely Delhi.

Before I conclude, permit me to say that the problem of labour at ports has been somewhat exercising our minds. I might merely say that the difficulties and problems of labour always receive our most sympathetic and earnest consideration. Recently the piece-rate system has been adopted. I am very glad that the workers have agreed to accept that system, and I hope that the output of work in the ports will definitely improve. I would urge upon workers to give the experiment a fair trial. It is absolutely essential that there should be a peaceful atmosphere in the ports, if not for anything else, at least for the proper execution of the Second Five Year Plan.

Mr. Deputy-Speaker: I shall now put all the cut motions to the vote of the House.

All the cut motions were negatived.

Mr. Deputy-Speaker: The question is:

"That the respective sums not exceeding the amounts shown in the fourth column of the Order Paper, be granted to the President, to complete the sums necessary to defray the charges that will come in course of payment during the year ending the 31st day of March, 1957, in respect of the following heads of Demands entered in the second column thereof:

Demands Nos. 95, 96, 97, 98, 99, 100, 140, 141, and 142".

The motion was adopted.

[The motions for Demands for Grants which were adopted by the Lok Sabha are reproduced below.—Ed.]

DEMAND No. 95—MINISTRY OF TRANSPORT

"That a sum not exceeding Rs. 44,53,000 be granted to the President to complete the sum

necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957 in respect of 'Ministry of Transport'."

DEMAND No. 96—PORTS AND PILOTAGE

"That a sum not exceeding Rs. 62,64,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Ports and Pilotage'."

DEMAND No. 97—LIGHTHOUSES AND LIGHTSHIPS

"That a sum not exceeding Rs. 98,73,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Lighthouses and Lightships'."

DEMAND No. 98—CENTRAL ROAD FUND

"That a sum not exceeding Rs. 4,99,30,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Central Road Fund'."

DEMAND No. 99—COMMUNICATIONS (INCLUDING NATIONAL HIGHWAYS)

"That a sum not exceeding Rs. 5,09,67,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Communications (including National Highways)'."

DEMAND No. 100—MISCELLANEOUS DEPARTMENTS AND EXPENDITURE UNDER THE MINISTRY OF TRANSPORT

"That a sum not exceeding Rs. 40,24,000 be granted to the President to complete the sum necessary to defray the charges

which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Miscellaneous Departments and Expenditure under the Ministry of Transport'."

DEMAND NO. 140—CAPITAL OUTLAY ON PORTS

"That a sum not exceeding Rs. 4,40,00,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Capital Outlay on Ports'."

DEMAND NO. 141—CAPITAL OUTLAY ON ROADS

"That a sum not exceeding Rs. 12,97,08,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Capital Outlay on Roads'."

DEMAND NO. 142—OTHER CAPITAL OUTLAY OF THE MINISTRY OF TRANSPORT.

"That a sum not exceeding Rs. 1,95,71,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1957, in respect of 'Other Capital Outlay of the Ministry of Transport'."

3 P.M.

COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

FORTY SEVENTH REPORT

Shri Nageshwar Prasad Sinha (Hazari-bagh-East) : On behalf of the Chairman of the Committee, I beg to move :

"That this House agrees with the Forty-Seventh Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 21st March, 1956."

The Report has been presented earlier and it has been circulated to the Members of the House with the recommendations contained therein. I hope the House will agree to it.

Mr. Deputy-Speaker: The question is :

"That this House agrees with the Forty-Seventh Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 21st March, 1956."

The motion was adopted.

BUSINESS OF THE HOUSE

Shri Feroze Gandhi (Pratapgarh Distt. West cum Rae Bareilly District—East) : Since this Report has been agreed to, may I know whether my Bill will be taken up immediately after Shrimati Renu Chakravartty has finished her speech because Pandit Thakur Das Bhargava is absent?

Mr. Deputy-Speaker: Perhaps the hon. Member would be satisfied if he listens to the next announcement.

The House will now take up Private Members' Bills shown in the agenda already circulated to Members. Before I call upon Shri S. V. Ramaswamy to move the motion for introduction of his Bill, I would like to inform the House that the Proceedings of Legislatures (Protection of Publication) Bill by Shri Feroze Gandhi, which at present stands as item No. 31 in the List of Business, will be taken up, in conformity with the past practice, after item No. 8, that is, after the Indian Penal Code (Amendment) Bill by Pandit Thakur Das Bhargava, after which the Bills in category 'B' have been put down.

ABOLITION OF ADOPTION BILL

Shri S. V. Ramaswamy (Salem) : Sir, I beg to move for leave to introduce a Bill to abolish the system of adoption in India.

Mr. Deputy-Speaker: The question is :

"That leave be granted to introduce a Bill to abolish the system of adoption in India."

The motion was negatived.

Shri S. V. Ramaswamy : rose—

Mr. Deputy-Speaker: Now there is no question of any other procedure.

Shri S. S. More (Sholapur): Will the Hon. Member be permitted to adopt some other Bill?

CHILD MARRIAGE RESTRAINT (AMENDMENT) BILL

(AMENDMENT OF SECTION 2 ETC.)

Shri Dabhi (Kaira North): Sir, I beg to move for leave to introduce a Bill further to amend the Child Marriage Restraint Act, 1929.

Mr. Deputy-Speaker: The question is :

"That leave be granted to introduce a Bill further to amend the Child Marriage Restraint Act, 1929."

The motion was adopted.

Shri Dabhi: Sir, I introduce the Bill.

EQUAL REMUNERATION BILL

Shrimati Renu Chakravartty (Basirhat): I had almost finished giving the reasons for.....

Mr. Deputy-Speaker: There is a Bill to be introduced by the Hon. Member. Does not the Hon. Member want to introduce it?

Shrimati Renu Chakravartty: Sir, I beg to move for leave to introduce a Bill to introduce equal pay for equal work for women workers.

Mr. Deputy-Speaker: The question is :

"That leave be granted to introduce a Bill to introduce equal pay for equal work for women workers."

The motion was adopted.

Shrimati Renu Chakravartty: Sir, I introduce the Bill.

CRIMINAL LAW AMENDMENT BILL

Shri M. L. Agarwal (Pilibhit Distt cum Bareilly District—East): Sir, I beg to move for leave to introduce a Bill further to amend the Indian Penal Code, 1860 and the Code of Criminal Procedure, 1898, to provide for the abolition of capital punishment.

Mr. Deputy-Speaker: The question is :

"That leave be granted to introduce a Bill further to amend the Indian Penal Code, 1860 and the Code of Criminal Procedure, 1898, to provide for the abolition of capital punishment."

The motion was adopted.

Shri M. L. Agarwal: Sir, I introduce the Bill.

INDIAN REGISTRATION (AMENDMENT) BILL

(AMENDMENT OF SECTION 2 ETC.)

श्री एस० सी० सामन्त (तामलुक): मैं प्रस्ताव करता हूँ कि भारतीय रजिस्ट्रेशन ऐक्ट, १८०८, में और आगे संशोधन करने वाले बिल में राज्य सभा द्वारा किये गये निम्न लिखित संशोधनों पर विचार किया जाये :

"अधिनियम सूत्र

१. कि पृष्ठ १, लाइन १ में "छठा वर्ष" शब्दों के स्थान पर "सातवां वर्ष" रखा जाये।

खण्ड १

२. कि पृष्ठ १, लाइन ४ में "१९५५" के स्थान पर "१९५६" रखा जाये।"

मैं यह भी प्रस्ताव करता हूँ कि बिल में राज्य सभा द्वारा किये संशोधनों पर सहमति दी जाये।

यह बिल लोक सभा द्वारा १६ दिसम्बर, १९५५ को पास किया गया और राज्यसभा को सहमति के लिये भेजा गया। राज्य सभा ने बिल को संशोधनो सहित ६ मार्च १९५६ को पास किया और १४ मार्च, १९५६ को लोक सभा को वापस किया।

यह संशोधन बहुत मामूली है। मैं आशा करता हूँ कि इस को सभा बिना बहस के स्वीकार कर लेगी। सभा ने इस पर पहले ही विचार कर लिया है इसलिये मैं आशा करता हूँ कि इस मामूली संशोधन को वह बिना बहस के स्वीकार कर लेगी। मैं दोनों सभाओं का और गवर्नमेंट का आभारी हूँ कि यह सर्व प्रथम गैर सरकारी बिल स्वीकार कर लिया गया और मुझे उम्मीद है कि आगे जो और गैर सरकारी बिल आयेंगे उन को भी स्वीकार कर लिया जायेगा।

Mr. Deputy-Speaker : Motion moved :

"That the following amendments made by Rajya Sabha in the Bill further to amend the Indian Registration Act, 1908, be taken into consideration :

Enacting Formula

1. That at page 1, line 1, for the words 'Sixth Year' the words 'Seventh Year' be substituted.

Clause 1

2. That at page 1, line 4, for the figure '1955' the figure '1956' be substituted."

Shri Keshavaiengar (Bangalore North) : I oppose this amendment only on principle. I may assure the House that I am second to none in claiming that there should be a classless society in the country and I am only making this claim that it is high time for the suffixes and prefixes to our names which are prevalent in the South such as Ayyangar, Chari etc.

Mr. Deputy-Speaker : But the hon. Member has lost that opportunity. Now, we are only dealing with the amendments and not with the principles.

Shri Keshavaiengar : I am not seeking an opportunity to speak on the merits of the Bill but I just state my case for my opposition on principle.

Mr. Deputy-Speaker : Opposition to what?

Shri Keshavaiengar : Opposition to these amendments. I am not agreeable to them and I suppose the House will agree with me when I state the case. The Indian Registration (Amendment) Bill was introduced on the 15th September 1955 in this Sabha and it was considered and passed by us on the 16th December, 1955. Then it was laid on the Table of the Rajya Sabha on the 19th December, 1955 and it was considered and passed by them on the 9th March, 1956. And then it has come back to us again and laid before us on the 14th March, 1956. You will see that the amendments that the Rajya Sabha has been pleased to introduce into this Bill are absolutely minor ones. Under rule 130 of our Rules of Procedure and Conduct of Business, the Speaker and the Deputy-Speaker are at perfect liberty to carry out such amendments or corrections.

Mr. Deputy-Speaker : I follow the hon. Member. The amendment can be done by the Speaker or the Deputy-Speaker here. That could have been done. The year has run out and we have only to substitute the year. Of course, the Hon. Member has no objection to the substitution.

Shri Keshavaiengar : The substitution need not be done by an amendment of this nature on the floor of the House. It is a consequential amendment and any Bill which has been placed before the House. . . .

Mr. Deputy-Speaker : I understand the Hon. Member's point. It is all right. It could be done by the Speaker or the Deputy-Speaker. Anyhow it is an amendment after all. If it is this form, then too there is no harm. It is only to facilitate matters that that provision is made in the Rules. It is not *ultra vires* or against any law if the amendment is put here in this form. To save time the power is given under the rule referred to so that such normal and nominal changes can be made by the Speaker. Anyhow we have got it here. Why should we discuss it? Let me put it to the House. . . .

The question is:

"That the following amendments made by Rajya Sabha in the Bill further to amend the Indian Registration Act, 1908, be taken into consideration :

Enacting Formula

1. That at page 1, line 1, for the words 'Sixth Year' the words 'Seventh Year' be substituted.

Clause 1

2. That at page 1, line 4, for the figure '1955' the figure '1956' be substituted."

The motion was adopted.

Shri S. C. Samanta : I beg to move :

"That the amendments made by Rajya Sabha in the Bill be agreed to."

Mr. Deputy-Speaker : The question is :

- "That the amendments made by Rajya Sabha in the Bill be agreed to."

The motion was adopted.

Mr. Deputy-Speaker: These amendments are agreed to by this House. Let me take the next Bill.

Shri S. C. Samanta: May I propose that the Bill be passed?

Mr. Deputy-Speaker: Amendments are to be agreed to and passed here. That is the form that we adopt.

Let us proceed with the next Bill.

FACTORIES (AMENDMENT) BILL

(SUBSTITUTION OF SECTION 59)

Shrimati Renu Chakravartty (Basirhat): I had already made a part of my speech last time. My amendment to the Factories Act is a small one, whereby I seek to achieve one point. There are certain industries in which the number of hours the workers work is less than 48 hours and this is by agreement between the employers and employees arising out of the nature of the work there. An anomaly has emerged, namely, that in these particular industries if the employees work for 44, 45 or 46 hours a week, that is beyond the agreed level of 44 hours a week, the overtime allowance is not counted unless the worker works for more than 48 hours. That means that the worker who normally works there for 44 hours a week, will not be entitled to any overtime allowance if he is asked to work suddenly for an extra three hours. It is only after he has worked beyond 48 hours a week that the overtime allowance comes into play, and even then the hours beyond the limit of 48 are only allowed to count for overtime payment. Supposing he works for 49 hours, he will get overtime allowance for one hour. What should really be the position is that since he works for 44 hours normally, he should get overtime allowance for the extra number of hours he has put from 44 hours to 49 hours, that is, for five hours. I had also brought to the notice of the House that certain new developments have taken place and that the worker is today being asked to bear a heavier workload. New technical devices have been introduced whereby one man who used to attend to 12 looms is now expected to attend to 12 looms at a time.

[SHRIMATI SUSHAMA SEN in the Chair]

Because of these factors, because also of the fact that the worker should be allowed to work normally for a certain number of hours keeping his health in view, because also of the fact that the worker cannot work beyond a given number of hours in an industry without his rate of production decreasing, I would ask the House to consider whether it is not necessary to accept this small amendment which will allow those poor workers, who are today working for less than 48 hours by agreement between the management and the labour, the right that overtime should be counted beyond the norm specified and agreed to and not beyond the 48 hours limit, which is a flat rate as prescribed in the Factories Act.

Mr. Chairman: Motion moved:

"That the Bill further to amend the Factories Act, 1948, be taken into consideration."

Shri N. B. Chowdhury (Ghatal): This amending Bill seeks only to plug a certain loophole which is there in the existing Factories Act, 1948. In this Act we find that there is no provision made for payment for overtime allowances to the workers when they work less than the hours provided by the statute. We find that due to technological developments and due to the peculiar conditions of work in certain industries, the workers cannot work for a very long time, cannot work for 9 hours a day or 48 hours a week. It is so because of the strenuous nature of the work or because of some peculiar conditions attached to those industries. We know that when workers have to stand near the boiler and to work in such conditions, the very nature of such work makes it difficult for them to work for longer hours. In these circumstances, even the management or the owners agree that there should be less number of working hours. But from time to time it becomes necessary because of the pressure of work or any commitment which has to be fulfilled by the management in order to abide by certain contracts etc., to ask the workers to work for a few more hours. Under such circumstances it is very necessary that there should be no bar under the existing Act for giving extra payment or allowances for this additional work. But in section 59 of the present Act,

we find that although there is provision for overtime payment, it has been stated there—

“Where a workman works in a factory for more than nine hours in any day or for more than forty-eight hours in any week, he shall, in respect of overtime work, be entitled to wages at the rate of twice his ordinary rate of wages.”

It has been said that the workers will be entitled to overtime wages only if they work more than nine hours in a day or more than 48 hours in a week. But it does not provide for payment of overtime allowance beyond the hour agreed to between the management and workers, although it may be less than 48 hours a week. In order to remove this lacuna, it is necessary that we should make this change in the existing Act, and I think the Government should not find it difficult to accept this simple amendment.

Moreover, in view of the Second Five Year Plan and our scheme for rapid industrialisation, we think it very necessary that due to the latest techniques and the very strenuous nature of the work in certain industries, this lacuna in the existing Act should be removed.

One more point and I would finish. In the present world, many countries are trying to reduce the number of working hours and we should not make it a statutory obligation here that even in cases where the workers are asked to work for more than the period agreed to, they will not be entitled to any allowance. We should not put any bar in the way of paying more in cases where the workers are asked to work for more time than the agreed period.

With these words, I would request the hon. Minister to accept this simple motion so that in case of need overtime wages may be given to the workers.

Mr. Chairman: Does the hon. Deputy Minister want to reply?

The Deputy Minister of Labour (Shri Abid Ali): Yes.

The amending Bill seeks to change the basis on which the original Act is framed with regard to the working hours. She expects that ordinarily the working hours may be as have been provided in the Act. But in certain cases where there is an agreement made by pressure of trade union movement

or because of reasonableness of a good employer, the working hours may have been reduced. The Bill seeks to amend the Act to that extent that this agreement which has been entered into between the worker and the employer should again be amended by Parliament so that they may be paid overtime and the employer may be penalised.

Shrimati Renu Chakravarty: No.

Shri Abid Ali: It is so because another employer will be having 48 hours a week and will pay overtime allowance after 48 hours whereas this employer who has been reasonable will have to pay overtime although the workers are working less than 48 hours. Therefore, I oppose the Bill and would request the hon. Lady Member to withdraw the Bill. Otherwise, I will request the House to reject it.

The labour policy, I may submit, as enunciated in the Second Plan is based *inter alia* on the recognition that while labour legislation and the enforcement machinery set up under it, can provide a suitable atmosphere in which employers and workers have to function, the best solution to common problems can only be found by mutual agreement. As in the case of limitation of hours of work beyond those laid down in the Factories Act, Government consider that regulation of overtime wages for work over and above the period of work agreed to between workers and the management, had best be left to be negotiated and settled by means of collective bargaining, rather than be superimposed through legislative measures. The latter course is likely to endanger the very gains on the basis of which the Mover of the Bill seeks to achieve a further advance.

In leaving the parties concerned to arrive at an agreement based upon the principle of mutual consent, Government hope that, in this as in all other matters, both employers and workers will exercise moderation and a sense of duty as trustees for the country, with due regard to the general, as distinct from the individual, interests. The new society which we desire to build up on the basis of democratic partnership and co-operation demands new patterns of behaviour on the part of the two sides of industry, culminating in integration of purposes which though seemingly opposed or in conflict with one another,

[Shri Abid Ali]

should have one common interest, namely the well-being and welfare of the people.

Moreover, the Second Plan is based on 48 hours a week and if we accept the proposed amendment, the whole structure of the Plan would change. Therefore, I oppose the Bill.

Mr. Chairman: Does the hon. Member want to speak? Is she withdrawing?

Shrimati Renu Chakravarty: I am not going to withdraw. I knew from the very beginning that the Deputy Minister could not accept any Bill, however reasonable it may be, which came from our side. I had anticipated that. It is quite obvious that the remarks made by the Deputy Minister are also completely beside the point. He mentioned three points.

Firstly, he said that if we accepted this Bill we would be penalising the factory owner who had agreed to a lesser number of working hours than that had been specified.

Shri Abid Ali: A good employer.

Shrimati Renu Chakravarty: Or, you may say, an intelligent capitalist who has recognised that he could not squeeze out more work from his worker under those conditions if he wants production to go up and therefore, he has accepted lesser number of working hours. Therefore, he said, this would be penalising him.

My point was this. I had given many examples to show that it is not penalising. If the State is interested in keeping up production, it has to give up certain old ideas that one had about squeezing out production by giving more and more workload and trying to make the workers work for a larger number of hours. One has to take the modern outlook; even for production to go up, one cannot work beyond a certain norm. If you make the worker to work beyond that, then his working capacity goes down. Had you accepted this position, there would have been no question of penalising; the attitude would have been otherwise. What is the best method of keeping up production? In respect of those industries where the labour and management have agreed, that in the interest of the industry the worker cannot work beyond a certain number of hours—in those industries

at least, overtime should have been guaranteed beyond the agreed number of hours. There is no question as to whether the management has done this out of kindness or their own self-interest. The fact remains that certain norms have evolved in the course of their experience and that is the norm beyond which, if a man works, he should be given overtime allowance. That is my answer to his reference about penalisation.

The second point is about the voluntary nature of solving problems. Voluntary agreements, methods and behaviour are something to be welcomed everywhere. But if we depend upon such a behaviour entirely, there will be no need to have a legislative body and it can be done away with. We appeal to the people to be reasonable and do things on a voluntary basis. At the same time, we recognise the necessity for laws due to human weaknesses which try to make profit at the expense of a section that is economically weaker than the others. Therefore, we need these labour laws and as long as we recognise that, we do not look upon them as something that are harmful but rather as something which regulates industry and industrial relations they should be looked upon as adding to the national benefit. Therefore, this voluntary nature and all that sort of thing may be appealing, but it does not militate against the desire for having certain laws.

I cannot follow what he said about the Second Plan. How can it go against that? The amendments incorporated in this Bill are things which we have to accept if we really want to achieve greater productivity. One of the things which I have understood about labour policy, however much I may be opposed to certain principles which are being propagated by the Planning Commission regarding labour policy, is, that they have tried to say that we must see that production goes up. If it has to go up, I contend that it is necessary for us to recognise that in certain industries, where already both labour and management have accepted a lesser number of hours than the specified 48 hours, as the maximum which a man can normally do, he should be given overtime allowance when he works beyond that time because he needs nourishment, he needs rest, he needs leisure in order to be able to come back fresh and healthy to create more value and increase the production for the country's benefit.

That is why I feel that it would have been a national patriotic duty to accept this small amendment. But I realise that the Deputy Minister will find himself in a very awkward position if he were to accept a proposal of however reasonable character it may be when it comes from the Communist Members of the Opposition.

Shri Abid Ali: Not because of that, because it is not reasonable.

Mr. Chairman: The question is :

"That the Bill further to amend the Factories Act, 1948, be taken into consideration".

The motion was negated.

PROCEEDINGS OF LEGISLATURES (PROTECTION OF PUBLICA- TION) BILL

Shri Feroze Gandhi (Partapgarh Distt.—West cum Rae Bareilly Distt.—East) :
Madam, I beg to move :

"That the Bill to protect the publication of reports of proceedings of Parliament, State Legislatures and their Committees be taken into consideration."

I am conscious that I stand in special need of the indulgence of the House because I am aware that the great privilege which has fallen upon me of presenting the Bill to the House arises from no merit or talent that I possess but from the engaging whimsicalities of our parliamentary machinery. I am not the sort of back-bench Member who enjoys having thrust upon him the duty of somewhat tedious exposition from a script. I am rather the sort who enjoys descending upon the House at rather infrequent intervals—the sort of back-bencher who existed in more spacious days—to castigate a mischievous Minister and then retreating for several months. I am afraid, therefore, that it falls to me to request the indulgence of the House while I fulfil the very great privilege and duty of moving this second reading. This is not what I have to say. These are the words of Mr. N. H. Lever who moved the Defamation Amendment Act, 1952 in the British House of Commons. He too like me, Sir—I am sorry, Madam—was a private Member. . . .

Shri S. S. More (Sholapur) : Let us make a convention to call the Chair as 'Sir'.

Shri Feroze Gandhi: Like myself he too was a private Member and that shows that where matters of libel, slander and defamation are concerned, probably the private Members are usually summoned in all Parliaments. Madam, I am in need of greater indulgence of the House than Mr. Lever was for I am not a lawyer. This information may also help to raise my stock in the Treasury Benches (*An Hon. Member:* Question!) where lawyers are not very popular.

Shri Gadgil (Poona Central) : Half a dozen of them are lawyers.

Shri S. S. More: Bad lawyers are popular.

Shri Gadgil: Become Ministers.

Shri Feroze Gandhi: May I continue now?

Mr. Chairman: Yes, the hon. Member may continue.

Shri Feroze Gandhi: I would like to express my thanks to the Law Minister for all the help that he has so kindly given me in drafting the Bill. I would also like to thank the Federation of Working Journalists and all friends who have helped me and, if I may say so, inspired me to bring the Bill before the House.

The Bill is a simple one. It seeks to privilege the publication of proceedings of Legislatures and confers on those who desire to publish our proceedings immunity from all legal action. The privilege which is sought in the Bill is not an absolute privilege, it is a qualified privilege. The Federation of Working Journalists and the All India Newspaper Editors' Conference have also demanded the freedom to report the proceedings of Legislatures without fear of any legal action. The Commission on the Press has also recommended the amendment of Section 499 of the Indian Penal Code to that effect.

For the success of our parliamentary form of Government and democracy, and so that the will of the people shall prevail, it is necessary that our people should know what transpires

[Shri Feroze Gandhi]

in this House. This is not your House, or my House, it is the House of the people. About 500 of us represent the desires and aspirations of 36 crores of our people. It is on their behalf that we speak and function in this Chamber. These people have a right to know what their chosen representatives say and do. Anything that stands in the way must be removed.

The extent to which democracy has succeeded can be judged by the extent to which we have successfully compelled the Government to function in the full lime-light of publicity. The entire machinery of Parliament is geared to that effect. Our objective today is a socialist society and it is here that we run into the first hurdle. The newspaper which is the means of conveying and giving expression to our ideas belongs to a sector of economy called the private sector.

The second and perhaps the bigger obstacle is the law of libel or defamation. The law of libel hangs like the sword of Damocles over the head of every editor and correspondent and keeps impressing on him how precarious his existence is. Any newspaper which today publishes the proceedings of our legislatures does so at considerable risk and throws itself open to both civil and criminal action. The law of libel operates like a kind of silent censor and in a way prevents people from knowing that which they have a right to know.

Let me illustrate the point. The Government of India had appointed a Press Commission. Shri T. N. Singh was a member of the Press Commission. Shri T. N. Singh enquired of Shri K. Ramachandran, special representative of the Press Trust of India—who is today responsible for reporting the proceedings of this Parliament all over the country—as to why he did not report the proceedings of this Parliament faithfully. This is what Shri Ramachandran had to say. I am quoting—

"It is open to Mr. T. N. Singh as a Member of Parliament to say or denounce in whatever language he likes, but how can we report all that he says on the floor of the House? The Constitution does not confer any right on me to report what happens truthfully inside the

Parliament. We sought that privilege from the Constituent Assembly and they refused it."

This is what the man who reports Parliament even today has to say on the subject. "I cannot report the proceedings of Parliament truthfully": these are his words. I have been to his (Shri Ramachandran's) office several times. He keeps a copy of the Indian Penal Code in his drawer. I think he at times even dreams of it.

Now, let us take a few examples. I think the greatest and the biggest piece of legislation which this Parliament has so far adopted is the Bill amending the Indian Company Law. I think it is a very big piece of legislation of which this Parliament should be proud. In those days I was content to be a back-bencher, as I am going to be again contented to be a back-bencher after this speech. I used to listen to the debates. Those were very important debates. They concerned every single individual in the country—I mean the debate on the Indian Companies Bill. I used to look at the proceedings of Parliament, of the House of the People, the next day as published in the newspapers. There was no comparison between what happened here and what had taken place here and what was published.

Take the debate on the Press Commission's report. Naturally it concerned the people. It was a matter of very great public interest. Of all that was spoken here nothing was published, or, very little of it was published. Whatever was safe was published.

Then take the debates on the Life Insurance Corporation Bill. Our memories are fresh. Compare what took place on the floor of this House with what was published. You will find again that there is no comparison between the two.

I would like to draw the attention of the House to a very important event that took place in the Rajya Sabha on the 15th March which was Thursday, when the Minister of Revenue and Civil Expenditure—he is also present here now—made a certain statement regarding the possibility of information in connection with the insurance ordinance having leaked out and as a result of which some speculations took place in

the Calcutta Stock Exchange. I shall read from the official report of the debates of the Rajya Sabha:

"The result of those enquiries was, it confirmed our general impression that it was highly improbable that a leakage had occurred. No operations of a significant nature appear to have taken place except in regard to Indian Iron. In respect of them, apparently on the 19th—

19th was the day when the ordinance was issued—

"heavier sales took place which may have been due wholly or in part either to an intelligent anticipation of nationalisation of insurance or to an intelligent study of the trend of the market or to some special inside knowledge—

mark these words, "special inside knowledge"—

"The opening quotation on the 19th, of the Indian Iron in the Calcutta Stock Exchange, at 12-0 noon, was Rs. 37-13-0 and this soon improved to Rs. 38-5-0 on reports of a favourable turn of the market in Bombay".

The Minister of Revenue and Civil Expenditure continued:

"About that time, the market was surprised by a sudden heavy sale of Indian Iron by a large number of brokers who usually operate for Birla".

This is what I want to draw the attention of the House to. I will repeat it.

"A large number of brokers who usually operate for Birlas. Some, though not as large sales, were also reported to have been done by the same agencies in Bombay—who are the same Birla's agents—

"before the stock exchange closed at 2.0 P.M."

This is not a statement by a private Member; not a statement by me.

Shri D. C. Sharma (Hoshiarpur): A back-bencher.

4—30 L.S./56

Shri Feroze Gandhi: Or by my friend Shri D. C. Sharma. It is a statement which was made by a Minister and this was not published. Perhaps if it had been a petty thief, his name would have appeared. Not Birla. I do not know in which category he falls.

These men, these gentlemen who sit above you, above the Chair,—how beautifully they practise the gentle art of omission! You will not find the name of Birla anywhere in their reports.

An Hon. Member: Tomorrow, we hope.

Shri Feroze Gandhi: Let us see what pressure this House can exert on the press. Let us see whether what I am saying is going to be published. After all, this Bill will continue for consideration by this House, and the Members will be present. We will have ample time. Let us see what the Press Trust of India does tomorrow.

Pandit Balkrishna Sharma (Kanpur Distt.—South cum Etawah Distt.—East): Your Bill is not yet law. It is provocative.

Shri Feroze Gandhi: I know it is not yet law. Certain persons have got very much to do with the gentle art of omission. I hope you know what I mean.

Now, article 105(2) of the Constitution confers an absolute privilege as far as the Member of Parliament is concerned. No action shall lie against any Member for anything said in the course of debate. The same article protests all publications made by order of the House. The provisions of article 105(2) do not protect the publication by newspaper of speeches delivered in the course of debate. Article 105(3) reads thus:

"In other respects, the powers, privileges and immunities of each House of Parliament, and of the members and the committees of each House, shall be such as may from time to time, be defined by Parliament by law, and until so defined, shall be those of the House of Commons of the Parliament of the United Kingdom, and of its members and committees, at the commencement of this Constitution."

[Shri Feroze Gandhi]

This is how it reads. When I called on the Home Minister in connection with this Bill, he read article 105(3) to me and said that no further Bill is required. He said this is sufficient.

[Mr. Speaker in the Chair]

Then, Madam....

Mr. Speaker: There seems to be something very interesting!

Shri Feroze Gandhi: In your absence, the Chair is very confusing in respect of gender.

You will see that article 105(3) seems to protect the publication of parliamentary proceedings, but in fact, it does not. It seems to mean something which it really does not mean. The publication of proceedings of Parliament is privileged in Great Britain. It is not so in India.

I would like to refer to the debate in the Constituent Assembly when article 105 of the Constitution, which was then article 85 of the draft Constitution, was debated. Six speakers took part in the debate. Three of them more or less supported the provisions now contained in my Bill, namely, that the publications of the proceedings of Parliament should be privileged. All the three died. They were Shri Lakshmi Kant Maitra, Shri Rohini Kumar Chaudhuri, and Shri Alladi Krishnaswami Aiyar who partly supported it. I do not know what my fate is going to be! Amongst the important members who opposed the publication, that is, opposed the privilege of publication, was your goodself. But I have gone through your speech and I find that you have been very careful. Though you opposed it you have carefully opposed it and you said that we are now entering on a new era of our national life, we should wait and see for some time how things are developing, how Parliament functions and then we can consider this matter later. I hope that it is very fortunate for me that you have become Speaker for otherwise you would have opposed this Bill.

Mr. Speaker: I might also be changed.

Shri Feroze Gandhi: The three members who wanted that the publication of parliamentary proceedings should be privileged were: Mr. Rohini Kumar Chaudhuri, Mr. Lakshmi Kant Maitra

and partly, as I said, Sir Alladi Krishnaswami Aiyar. They gave very many reasons and I will refer to some of them from time to time in the course of my speech.

The publication of proceedings of the British Parliament are privileged at common law. From time to time they have been supplemented by statutory provisions. But the principle privileging such proceedings was as a result of decisions of courts of law. The manner in which this privilege extends to publishers of parliamentary proceedings is very closely linked to the same privilege protecting the publication of proceedings of a court of law. I had referred to article 105. A case came up before the Calcutta High Court in which Chief Justice Harries, delivering judgment, held that article 105 did not protect the publication of the proceedings of a Legislature. I will read from his judgment:

"It appears to me that Clause (3) of Article 194" [that is the same as article 105(3) except that refers to the State Legislature] "can have no application whatsoever to the case of publishers because it only applies to privileges, powers and immunities of members of the Legislative Assembly. Clause (3) would apply to Dr. Suresh Chandra Banerji as a member of the Legislative Assembly. But, as I have said, he is not being charged as a member, but as a person concerned with the publication of a defamatory matter in a newspaper. It appears to me quite clear that the fact that the report was a report of proceedings in a Legislative Assembly affords no privilege or protection, because the report was not one published under the authority of the Legislature concerned."

That finished it once and for all and we find that article 105 has no application. The case of *Wason vs. Walter*, to which I shall refer later, was essentially based on previous judgments relating to the publication of proceedings of a court of law—and how the publication of judicial proceedings came to be privileged? The underlying principles were found to be the same. Therefore I would like to read out to the House a few extracts from relevant judgments, as a result of which judicial proceedings came to be privileged.

I am reading from Gatley on the "Law of Libel and Slander":

"The law of libel is that where there are judicial proceedings before a properly constituted judicial tribunal exercising its jurisdiction in open court, then the publication without malice of a fair and accurate report of what takes place before that tribunal is privileged."

I am reading out a small extract from another judgment:

"It is moreover a privilege which is not at all peculiar to a newspaper. It extends to all other persons who desire for any legitimate reason to put the outside public in the same position as the portions of the public who happen to be within the walls of the court."

I would like to draw the attention of the House to this. There is another judgment which reads:

"A newspaper has no greater privilege in such a matter than an ordinary person. Any person is privileged in publishing such a report if he does so merely to inform the public."

There is another judgment:

"The privilege given to the reports of proceedings of courts is based upon this that as everyone cannot be in court it is for the public benefit that they should be informed of what takes place substantially as if they were present."

The same applies to our Parliament. If we could have accommodated in our galleries the entire population of the country, the problem would not have arisen. But we cannot.

Now I would like to quote from a judgment of Lord Halsbury which he delivered in *McDougall vs. Wright*.

"Such publication is very necessary.....to communicate to all that which they have a right to know. Then it is important that the country should know of the case of any court of justice and there is also this consideration that justice is often assisted by the publication of reports of proceedings....

A fair and *bona fide* report of all that passes there may be published."

I have read these few extracts from different judgments in order to show how and what bearing they came to have on the case of *Wason vs. Walter*.

Exception 4 to section 499 of the Indian Penal Code privileges the publication of proceedings of a court of law. Judicial proceedings, proceedings that take place in a court of law, a magistrate's court or a High Court or the Supreme Court, are privileged.

Now I wonder if by any stretch of imagination it can be argued that the publication of the proceedings of a court of justice, important as they are, are of greater importance than the publication of proceedings of Parliament. I would like to read some extracts from the great judgment of Chief Justice Cockburn in the famous case *Wason vs. Walter*, to which I have already referred. This was perhaps the greatest case in British newspaper history and a case which settled once and for all the question of privilege of publication of parliamentary proceedings. I would like to read the judgment:

"The main question for our decision is, whether a faithful report in a public newspaper of a debate in either House of Parliament, containing matter disparaging to the character of an individual, as having been spoken in the course of the debate, is actionable at the suit of the party whose character has thus been called in question. We are of opinion that it is not.

It is now well established that faithful and fair reports of the proceedings of courts of justice, though the character of individuals may incidentally suffer, are privileged, and that for the publication of such reports the publishers are neither criminally nor civilly responsible.

The broader principle on which this exception to the general law of libel is founded is that the advantage to the community from publicity being given to the proceedings of courts of justice is so great, that the occasional inconvenience to individuals arising from it must yield to the general good....."

[Shri Feroze Gandhi]

"The principles on which the exemption from legal consequences is thus extended to the publication of the proceedings of courts of justice, appear to us to be applicable to the case before us. The presumption of malice is negated in the one case as in the other by the fact that the publication has in view the instruction and advantage of the public, and has no particular reference to the party concerned. . . . It seems to us impossible to doubt that it is of paramount public and national importance that the proceedings of the Houses of Parliament shall be communicated to the public, who have the deepest interest in knowing what passes within their walls, seeing that on what is there said and done the welfare of the community depends. Where would be our confidence in the government of the country or in the Legislature by which our laws are framed, and to whose charge the great interests of the country are committed, where would be our attachment to the Constitution under which we live if the proceedings of the great council of the realm were shrouded in secrecy and concealed from the knowledge of the nation? How could the communications between the representatives of the people and their constituents, which are so essential to the working of the representative system, be usefully carried on, if the constituencies were kept in ignorance of what their representatives are doing?"

[MR. DEPUTY-SPEAKER *in the Chair*]

"What would become of the right of petitioning on all measures pending in Parliament, the undoubted right of the subject, if the people are to be kept in ignorance of what is passing in either House? Can any man bring himself to doubt that the publicity given in modern times to what passes in Parliament is essential to the maintenance of the relations subsisting between the government, the Legislature, and the country at large?"

I wish to tell the House that this was a judgment delivered in 1868, not in modern times. I am asking for this privilege in 1956. This judgment was delivered eighty-five years ago.

Mr. Deputy-Speaker: Why we go back to so old a thing?

Shri Gadgil: It is still fresh.

Shri Feroze Gandhi: It goes on:

"It may, no doubt, be said that, while it may be necessary as a matter of national interest that the proceedings of Parliament should in general be made public, yet those debates in which the character of individuals is brought into question ought to be suppressed. But to this, in addition to the difficulty in which parties publishing parliamentary reports would be placed, if this distinction were to be enforced and every debate had to be critically scanned to see whether it contained defamatory matter, it may be further answered that there is perhaps no subject in which the public have a deeper interest than in all that relates to the conduct of public servants of the State, no subject of parliamentary discussion which more requires to be made known than an inquiry relating to it. Of this no better illustration could possibly be given than is afforded by the case before us. A distinguished counsel, whose qualification for the judicial bench had been abundantly tested by a long career of forensic eminence, is promoted to a high judicial office, and the profession and the public are satisfied that in a most important post the services of a most competent and valuable public servant have been secured. An individual comes forward and calls upon the House of Lords to take measures for removing the judge, in all other respects so well qualified for his office, by reason that on an important occasion he had exhibited so total a disregard of truth as to render him unfit to fill an office for which a sense of the solemn obligations of truth and honour is an essential qualification. Can it be said that such a subject is not one in which the public has a deep interest, and as to which it ought not to be informed of what passes in debate? Lastly, what greater anomaly or more flagrant injustice could present itself than that, while from a sense of the importance of giving publicity to their proceedings, the Houses of Parliament not only sanction the reporting of their debates, but also take measures for giving facility to

those who report them, while every member of the educated portion of the community from the highest to the lowest looks with eager interest to the debates of either House, and considers it a part of the duty of the public journals to furnish an account of what passes there, we were to hold that a party publishing a parliamentary debate is to be held liable to legal proceedings because the conduct of a particular individual may happen to be called in question? To us....."

Mr. Deputy-Speaker: Does the hon. Member propose to read the whole thing?

Shri Feroze Gandhi: Just a little, because this judgment, I think, covers the entire ground as far as this Bill goes, and I would therefore like to read a little more from it, if you do not mind.

Shri S. S. More: The Law Minister will read it for himself.

Shri Feroze Gandhi: It is for you.

Pandit Balkrishna Sharma: Mr. More is too educated!

Shri Feroze Gandhi: It goes on:

"To us it seems clear that the principles on which the publication of reports of the proceedings of courts of justice have been held to be privileged apply to the reports of parliamentary proceedings. The analogy between the two cases is in every respect complete. If the rule has never been applied to the reports of parliamentary proceedings till now, we must assume that it is only because the occasion has never before arisen..... Whatever disadvantages attach to a system of unwritten law, and of these we are fully sensible, it has at least this advantage, that its elasticity enables those who administer it to adapt it to the varying conditions of society, and to the requirements and habits of the age in which we live....."

It is to be observed that the analogy between the case of reports of proceedings of courts of justice and those of proceedings in Parliament being complete, all the limitations placed on the one to prevent injustice to individuals will necessarily

attach on the other; a garbled or partial report, or of detached parts of proceedings, published with intent to injure individuals, will equally be disentitled to protection."

Therefore, the rule was discharged. I have read this judgment. Since 1868 the question has never been raised in Great Britain as far as the publication of parliamentary proceedings is concerned.

There is another interesting thing to which I would like to refer. In the year 1882, the Government of India at the instance of Sir H. S. Maine, who was probably Chief Justice of Calcutta High Court, commissioned Sir Frederick Pollock to prepare a Bill for Civil Wrongs for India. This is the draft of the Bill which he prepared, in 1882. It is called the draft of a Civil Wrongs Bill. This was for India. In 1923 he revised this Bill and he presented it again to the Government of India. But we just do not know where it got lost. Section 36 of this Bill says—I wish to point out that this was in 1882 and revised in 1923, and I am talking in 1956—section 36 of that Bill says:

"It is not defamation to publish or cause to be published in good faith a correct and impartial report of a public, judicial or legislative proceeding."

And the whole thing was put in cold storage. Somehow this Bill was left somewhere. But I have drawn the attention specially of the hon. the Law Minister that if a thing like this was possible in 1882.....

The Minister of Legal Affairs (Shri Pataskar): At one time there was an attempt to codify the law of torts, but somehow due to other difficulties, it was not carried out.

Shri Feroze Gandhi: What the Bill before the House seeks to extend to the publishers of Parliamentary proceedings is not an absolute privilege but a qualified one. There must be an absence of malice and presence of public interest and public concern. You will see from the wording of the Bill that both these conditions have to be satisfied. Nobody, no Member can get up and say anything he likes and get away with it or that any newspaper could publish it.

Shri Gadgil: He can get away with it here!

Shri Feroze Gandhi: The publication, not the Members. We are not concerned with the Member but with what he says.

Mr. Deputy-Speaker: I would advise the hon. Member to condense his remarks. He has already taken much time.

Shri Feroze Gandhi: Just a few minutes more.

Shri Gadgil: He is going through centuries!

Shri Feroze Gandhi: I had to. When I spoke of malice I did not know how malice is defined, but I resorted to an authority on malice. This is what the greatest authority on libel and slander, Blake Odgers, has to say about it. He says that malice cannot be defined—I am quoting from Blake Odgers—but it may be any improper motive which induces the defendant to defame the plaintiff. Another judge by name Lord Justice Campbell put it another way: "Any indirect motive, other than a sense of duty is what the law calls malice."

So, these are the only clues that we have to malice. Now, I will come to public interest. What are matters of public interest? Here too, I shall resort to Odgers. He says:

"The public conduct of every public man is a matter of public concern."

I think that is a good enough definition.

So is the management of every public institution and body and the conduct of every imperial, local or municipal organisation."

"Whoever fills a public position renders himself open to public discussion. He must accept an attack as a necessary though unpleasant, appendage to his office".

That is as far as public interest goes. I think whatever takes place in this House is of public interest. Otherwise, perhaps, the Speaker would not allow us to speak.

There is another safeguard. In addition to malice, in addition to public interest, in addition to the fact that the published proceedings should be substantially true and correct, there are other precautions. The other safeguard are the rules of the House governing what may be said in the course of a debate. The greatest safeguard is the Chair. We are living in continuously changing times. With changing times, our conceptions also change. It may seem, that what I am asking for today may be looked upon or might have been looked upon several years ago as license. But, today, it has become a liberty. Words also which were libellous yesterday have come into ordinary usage today and have become parliamentary. We are also moving towards a new society. Therefore, a system of checks and balances is needed all along the way. I think this Bill also fulfils that purpose. I think it was expressed by Kautilya in his *Artha Sastra*:

Shri Gadgil: Are you referring to the 36 methods of reporting?

Shri Feroze Gandhi: I am only talking of checks and balances. This is what Kautilya says:

"Lok yatra safalartham Dund ave Neeta"

For the success of public administration, punishment is the only policy.

Mr. Deputy-Speaker: Motion moved:

"That the Bill to protect the publication of reports of proceedings of Parliament, State Legislatures and their Committees be taken into consideration."

Dr. Suresh Chandra (Aurangabad): The Bill which has been so ably moved by my hon. friend is self-evident. He has quoted extensively from judgments and from other reports. It is very clear that it is absolutely necessary to protect the publication of reports of proceedings in Parliament, State Legislatures and Committees. There was a time when, in England, there was a struggle between the King and Parliament. At that time Parliament asserted its rights over the King and also the right of privacy of the debates. Later, the publication of the debates was allowed by Parliament itself. Later we find that in the U.K. they passed an Act by which the publication of reports was considered as a qualified privilege. We

find also in other countries, France, Australia, Canada, practically in every country, that reports of public meetings of the two Chambers published in good faith in newspapers shall not be actionable. According to the Indian Penal Code, we find that if a Member of Parliament makes a speech and if in that speech he makes a defamatory statement disparaging to the character of an individual, that could not be reported because the Members of Parliament have got a privilege and their speeches have got a privilege, but the press reporters who report that speech have not got the privilege of reporting. Therefore, they can come into trouble. So, a matter which has been of public interest is not properly reported in the press. The purpose for which debates are carried on in the House is not served.

The hon. Member who spoke before me referred to the case of Dr. Suresh Chandra Banerjee. He had made a speech in the Bengal Legislative Assembly. He could not have been brought to the court for the speech he made against some gentleman. But, being the publisher of a newspaper *Lok Sewak*, he was responsible for defamation. The law courts could not do anything in the matter. There is a definite lacuna in our Acts. When we in Parliament want a privilege for ourselves and if we have the right to criticise men in public affairs and public service, it is absolutely essential that we should also have the right to bring this to the notice of the public. We all do things in the public interest. If they could not be properly, truthfully and honestly reported by the press, the purpose is not properly served. I need not quote extensively—it has already been quoted by the previous speaker—from the judgment of Cockburn or Coburn,—I do not know how it is pronounced.

Shri Gadgil: Any way it sounds well.

Dr. Suresh Chandra: He says :

“What greater anomaly or more flagrant injustice could present itself than that, while from a sense of the importance of giving publicity to their proceedings, the Houses of Parliament not only sanction the reporting of their debates, but also take measures for giving facility to those who report them.”

It is very important; I am reading only one sentence.

“while every member of the educated portion of the community from the highest to the lowest looks with eager interest to the debates of either House and considers it a part of the duty of the public journals to furnish an account of what passes there.....”

The point is that people outside the four walls of the House are interested in what is passing on in Parliament. When Members of Parliament bring out matters of public interest, even where some matters are disparaging to the character of an individual, they must be brought before the public. At this moment as the Indian Penal Code stands, it is not possible for the press to report the matters in a truthful manner because they will be punished.

And therefore I think it is a very simple measure though a very, very important measure. The British Government in their wisdom thought it fit to put it in the law books in 1860. I think it is high time that we also introduce it in our Acts. I therefore fully support this measure, and hope that the Government will accept it.

Pandit C. N. Malviya (Raisen): I whole-heartedly support this Bill and I congratulate the framers and the Mover of this Bill.....

Shri V. G. Deshpande (Guna): Are they different?

Pandit C. N. Malviya: because his name will go deep down into the history of our Parliament.

Mr. Deputy-Speaker: Why so deep down?

Pandit C. N. Malviya: Because it will grow more and more. As we grow in parliamentary democracy, perhaps we may not feel the necessity of defining malice and other things because automatically our people will be trained in such a way that no restrictions will be needed and they will be able to give free expression to their views.

The Mover has put his case in a very reasonable way. He has put before the House a documented case. I need not remind the House about the history of the conflict between the King and Parliament, but I would like to put it in another way. It was a conflict and it is a conflict between the vested interests on

[Pandit C. N. Malviya]

the one hand and the people at large on the other. It is the habit of the vested interests to conspire, to talk in corners and to hide things, but real democrats, the servants of the people need not hide anything, and therefore if we have this law at this stage it shows that it was due to this conflict that we could not allow the press to publish the proceedings of both the Houses of Parliament and the Legislatures. The press is the liaison between the people and the Legislatures. We are Members of Parliament, they are members of the press, and briefly expressed, both are M.Ps. They take the voice of the representatives of the people to the people, but on account of our law of defamation they cannot do so. Now, this Bill will enable them to report the proceedings of the Legislatures in their papers. Up till now the press could not publish for two reasons. One of them is the law itself and the other one is that most of our leading papers are owned by vested interests and therefore even the news that can be published are not published. But this Bill will remove even this pretence to suppress publication of free news.

It is said that there are dangers and this sort of licence or liberty might be misused. But I might point out that Mr. W. A. White says:

"You can have no wise laws nor free enforcement of wise laws unless there is free expression of the wisdom of the people and, alas, their folly with it. But if there is freedom, folly will die of its poison and the wisdom will survive, that is the history of the race."

Therefore, we need not be afraid of the liberty being misused. Free expression removes all sorts of darkness, and free expression is the mother of truth. By free expression we can enlighten the people, by hiding the people cannot understand. We know what happened during the debate on insurance and the Companies Bill. There was a conflict between the two interests—the vested interests, the private sector, the individual profiteer on the one hand and the exponents of a socialist society on the other. The reports that were published rather impressed the point of view of the vested interests instead of the point of view of the exponents of a socialist society, and therefore when we are enjoying a parliamentary democracy, it is quite necessary that we should remove

this restriction. I therefore support this Bill and I hope it will get unanimous support.

Shri S. S. More: I do not specifically say that I accord my support to this measure because though the Bill looks to be very small, it raises certain fundamental questions and our approach to this measure was not in the light of our friendship for the Mover but our love for the fundamental, basic principles on which this particular conception is founded.

We are supposed to be under a democracy and under a democracy public interest is the guiding star which controls the course of action of any democratic Government. The real test for finding out the utility or otherwise of such a measure is whether it is in the public interest to give such freedom to the members of the press.

I do not propose to take the House through the pages of past history, but the development of a democratic apparatus both in the United Kingdom and in other countries has all along been controlled by the conception of the public interest. When the King was suppressing the freedom of the press, the secrecy of the parliamentary proceedings was in the public interest. When the King was vanquished, the publication of parliamentary proceedings became another matter of public interest. The privileges that came to be conferred on Members of Parliament was on the assumption, and the very legitimate assumption, that they were speaking out the grievances of the people; that they were fighting for the people and whatever they say on the floor of the House ought to be privileged. Otherwise, nobody would have the courage, if he is exposed to some public action either in a criminal court or a civil court, nobody would be disposed to speak out his mind freely and frankly.

Another aspect of parliamentary control has been that the Chair is supposed to be the censor, and even under our Rules of Procedure, if any Member makes an allegation which is scandalous or defamatory, the Chair has the controlling voice, and it has power even to expunge some of those words from the proceedings. Subject to that control, it has been recognised all over the democratic countries, that Members of Parliament must be given full freedom for speaking out public grievances.

The next corollary, and the necessary continuation of that would be that if we want to extend the sphere of our democracy, then we have to extend the same freedom to the press, because when we speak here, we address not only the Members who happen to be within the four walls of the House, but over and above that, we address the electorate. Our speaking here is a part of educating the electorate, and not only educating the electorate, but reporting to them the state of affairs under the government which they have placed in power. So, they are the sovereign people, and whatever we do here as their trustees must be transmitted to the sovereign authority which is sitting outside the four walls, and the press is the medium by which we can convey all this information. The medium for conveying all the information about the good things and the bad things that are happening under the government, is the press.

Therefore, if the proceedings of parliament are to be protected, then automatically it follows that the speeches of Members are supposed to be protected documents for the purpose of public good, and nobody can deny also the proposition that whatever appears in the press by way of a report of these proceedings must also be equally protected.

But the stages of democratic march come on occasions slowly and in an irregular way. We can benefit by what has been done in other countries. Take, for instance, England. We have admitted on many occasions that we are following on major principles the British model. From 1840 onwards or even earlier than that, they gave protection to the press. Now, we may say that the Act of 1840 by sub-clause (3) has already given some protection to publications or reports published in the press.

My submission is that if we are following the parliamentary model of the United Kingdom, then naturally, without any further argument, I would say that we must follow it in all its aspects; and whenever the press ventures to publish fair and substantially true extracts from the debates, it must also be protected.

I feel that article 105 of our Constitution, as I read it, sets out by implication actually this protection. That is my interpretation, and you, Mr. Deputy-Speaker, with your elegant acumen, can find out whether I am correct or not.

Article 105 of the Constitution, clause (3) reads :

"In other respects, the powers, privileges and immunities of each house of Parliament, and of the members and the committees of each House, shall be such as may from time to time be defined by Parliament by law, and until so defined, shall be those of the House of Commons of the Parliament of the United Kingdom and of its members and committees, at the commencement of this Constitution."

According to my interpretation, parliamentary proceedings also carry the privilege of being freely reported in the public press. I look upon that as a part of the parliamentary privilege that not only shall the Members have the freedom to speak, and their speeches shall be published in the Hansard, but they further carry the privilege of being fully reported in the press without any risk of being hauled up in a civil action or a criminal action. If it is construed as a part of the privilege of the House, then I would say, according to this particular provision, that privilege is also implied by our Constitution. Of course, one may not be very definite about it; in that case, I would say that for the purpose of removal of doubts, a legislation of this nature is absolutely necessary.

Having said so much about the general principles I would express my disagreement with the Mover of the Bill on certain aspects. In clause 3 of the Bill, the words used by my hon. friend are 'substantially true report'. These are words borrowed from section 499 (exception 4) of the Indian Penal Code. The words used in the English law, that is, the Defamation Act of 1852, are 'fair and accurate'. But here the Mover has put in the words 'substantially true'. I would say that this change is for the better, because 'fair and accurate' may impose a more stringent restriction on the press, whereas 'substantially true' will give them more scope and more elbow-room. so to say, whenever they send out anything for publication.

I do not agree to the provision in sub-clause 2 of clause 3 of the Bill which reads :

"Nothing in this section shall be construed as protecting the publication of any matter, the publication of which is not for the public benefit."

[Shri S. S. More]

My submission is that this is a rider which limits the freedom. The parties will have to prove under the English statute, that is to say, the man who goes to court will have to prove that the publication has been done with a malice. The onus of proof is on that person. But according to this particular sub-clause, it will be the responsibility of the accused or the defendant, if he is prosecuted in a civil action to prove that whatever he has done has been done for the purpose of public good.

My submission is that we must make it a presumption of law, an irrebuttable presumption of law, that the publication of whatever happens in this House should be automatically supposed to be in the public interest, for otherwise we must assume that some of us speak here without any eye on public interest, and without taking care to speak something about public interest.

Mr. Deputy-Speaker: It is public benefit, not public interest.

Shri S. S. More: My submission is that the words 'public interest' and 'public benefit' are terms practically on the same level. Whatever is in public interest is also in public benefit. That is broadly my interpretation. But I accept your correction.

My hon. friend the Mover seems to have adopted this expression from section 7 of the Defamation Act of England.

That section has so many sub-sections. If we read the whole section, we shall find that it refers to the Schedule to that Act, and that Schedule is split up into two parts. Part I refers to the proceedings of the parliament, while part II refers to the proceedings of association etc. Sub-section (3) of section 7 of the Defamation Act of 1952 has no reference to whatever is enumerated in part I, but it refers only to whatever has been enumerated in part II. If you will see the headings of the two parts, you will find that they are very significant.

The heading given to part I is :

"Statements privileged without explanation or contradiction."

And this part refers to

"A fair and accurate report of any proceedings in public of the legislature....."

The heading given to part II is :

"Statements privileged subject to explanation or contradiction."

Here under this Part II associations, companies and so many other institutions are referred to. If their proceedings are truly reported—fair and accurate report—even there public interest or public benefit will have to be proved.

Shri Feroze Gandhi: May I point out that parliamentary proceedings in Great Britain are privileged under common law? Therefore, the judgment in the case which I read out applies to parliamentary proceedings. But this refers to the Defamation (Amendment) Act.

Shri S. S. More: I do not say that I am exactly correct, but this is a suggestion I am advancing for consideration. Two things will have to be done. Some protection under the criminal law will have to be given. I am doubtful whether by passing this Bill any protection from criminal proceedings will be available. But we have to give protection to the Press if we mean what we say—I mean proceedings relating to the law of defamation as given under section 499 of the Indian Penal Code. There you will have to incorporate it as one of the exceptions to the law of defamation.

Then there is another question, of tort or civil wrong. A criminal case may not stand under criminal law, but may have a remedy in a civil court. We want also to give protection as far as the civil action is concerned. To that extent, you will, I believe, have to amend the Indian Penal Code. This measure of course, seeks to give protection against proceedings in any court. I speak subject to correction, but this is what I feel; if some clause had been added in this very Bill by which even section 499 of the Indian Penal Code had been amended in a proper way, then possibly things would have been better and the whole field would have been covered. But I should like to hear the Minister of Legal Affairs about my interpretation, whether this particular measure will also confer immunity from criminal action. I have got my own doubts, but I am not very firm about the correctness of my doubts. I should like to hear something from the Minister of Legal Affairs.

I do not want to take up much time because this is one of the most non-controversial measures introduced in this

House. To that extent, I would give my wholehearted support to it. I do feel in its implications, in its future effect to strengthen the roots of our democracy, it will have a very large part to play, and if we want to travel safely with fewer and fewer impediments on the road towards our objective, then some such measure ought to be passed by this House. Therefore, I give my wholehearted support to this measure.

Shri Gadgil: I have great pleasure in according full support to this Bill which has been so ably moved by Shri Feroze Gandhi.

The position that is existing at present with respect to this particular matter has been examined in greater detail. First—let me confess—I thought that present position was such that under article 105 of the Constitution, anything that was published with respect to the proceedings of Parliament or any State legislature was covered, but when I read the judgment in the case of Dr. Suresh Chandra Banerjee, I came to the conclusion that not only was there some uncertainty but, positively the position was that anybody who published this could be prosecuted. It was, therefore, necessary that such a legislation should have been brought before this hon. House. I do not consider it is one minute too early.

Now, in a democracy, certain freedoms are guaranteed. One is freedom of expression, along with what is known as freedom of information. Freedom of information cannot be had if what is necessary for the people at large to know is either deliberately or by some indirect means withheld. What happens is that in this House of 500 Members, if a Member speaks on the floor of the House only a few people from the galleries automatically enjoy that freedom, whereas the vast majority of people which is really the audience we are addressing from the floor of the House remains completely ignored, unless what happens here is duly communicated to them through the Press, which is very rightly called the Fourth Estate of the realm. The two Houses, the President and the Press really constitute what may be called the apex of the whole Constitution. Therefore, it is necessary that there should be some special privilege in the matter of publication of the proceedings of this House or for the matter of that, of any legislature.

Now, it is possible that this may be abused. So far as the Member is concerned, he is absolutely protected. He cannot be proceeded against in any criminal court or in any civil court. The only limitation on him is his own sense of fairplay and such rules as one finds in the Rules of Procedure of this House. He is expected not to utter defamatory words or treasonable words or seditious words or improper or unparliamentary words. But it so happens that the words are uttered and before anything or anybody becomes alert, the words are already there and perhaps they are put on the wire and broadcast; unless somebody points out that under such and such rule a particular expression is unparliamentary or derogatory to the House, it continues to be part of the speech of the hon. Member. Therefore, the freedom that is accorded to the Member is unlimited in a substantial sense. Now, it is not unlikely that some Members may abuse this freedom. Normally whatever one does here should be presumed to be done in the interest of the public. Hence that absolute character of privilege which is enjoyed by the Member should not be extended to the publication of his speech outside, and that is exactly what is done in this Bill. The Bill lays down two conditions under which there is immunity for publishing the proceedings of this House. One is that it must be without malice and the other is that it must be in the public interest and benefit.

Now, it is very difficult to define what is malice, as it is very difficult to define what is public benefit both politically and, so to say, in the language of jurisprudence. The point is that sometimes it so happens that the manner, the method, the headlines and the timing of the publication do constitute factors which go to determine whether a particular act was actuated by malice or was *sans* malice. At present, normally what is reported by the news agencies is fairly correct. But one finds that certain special correspondents report not what has been said here but import their own impression to the detriment not only of the reputation of the person speaking concerned but of the public interest.

Now, the elementary principle of journalistic ethics is that facts must be correctly reported; comments are free. Now, the words that are actually uttered here are facts. They must be properly reported. You may have your own comment. But no journalist is true to his

[Shri Gadgil]

professional ethics if in reporting, he imports something which has not been said but which really constitute his own impression.

An example may be given of what I said about what would happen if Central leadership does not solve satisfactorily the problem of Bombay city. Now, the words are there; the report is still uncorrected. But, a certain correspondent reported not what I said but what he thought would be the impression on the minds of the public or what his own impression would be. Now, in such a case, you cannot ask the Member to go and prosecute the newspaper or the correspondent.

Shri S. S. More: Why not?

Shri Gadgil: Not possible. (*Interruption*).

I make a suggestion. Just as a newspaper is expected to give a fair and accurate report of what happens here, and if it does not, the individual may take action—the individual who is affected by whatever is said here—against the newspaper, similarly, I would request that some provision may be made here that in case what is reported by the Press is not fair or accurate, the matter should be taken notice of by the Speaker or by the House at large. Just as you are giving protection to a fair and true report of what has happened here to the publisher, just as a Member cannot be prosecuted or proceeded against civilly for whatever he has said, you must also protect him from being misrepresented. If in my speech I make a statement about a certain capitalist or a certain man of letters or an insurance agent and that report is published, the man can prosecute the newspaper man if he proves that there was malice. But, what about the man who has been misrepresented, perversely reported—deliberately or even unconsciously misrepresented. There must be some provision, that is one of the suggestions I want to make.

We are growing more and more democratically and more and more things are coming within the field of governmental activity. More and more is being taken over by the State. In this context, it is necessary that the electorate must know what is exactly happening and what are the views of any particular Member. If I were to publish my own speech today, there is no pro-

tection. I may give an instance of one of my colleagues, who was with me in the Central Assembly from 1935 to 1940, Shri Krishna Kant Malaviya. He made a speech in connection with the repressive policy of the then Government and that speech he published from his Press at Allahabad. And, what happened? Though he was not prosecuted, the Press was asked to deposit a security. I do not know whether it was a fact—but I am told so—that the Press had to close down. We have to be in touch with our constituents. One must be one's own trumpeteer in democratic days and we must go and tell our constituents. This is what I have done; this is what my opponent Shri More did on a particular Bill. That is what the Government said and this is what so and so said and this is what I said. If I were to be prosecuted for printing and publishing completely or substantially my speech, then, as I said, not only are you denying the public the elementary right of freedom of information but you are putting some obstacle in the way of the democratic functioning of society. Therefore, as I said, this Bill is not a minute too early and the two provisions which are there are necessary.

Malice has to be proved. Malice can be proved. You might just give a small extract which may not be a fair and accurate report. I often find that the argumentative part of the speech of a Member is given less space and whatever is brilliant or crisp or something which is charming is given more space. That is not the way of educating the public. That is not the way of communicating to our masters, namely the electorate, what is actually happening in the highest tribunal of the land, this Parliament. I am, therefore, suggesting that these two limitations which are provided in clause 2 (1) and (2) are absolutely necessary. It must be that it is for public benefit. Otherwise, it is just possible that a capitalist may secure the sympathy of a particular Member and through him abuse another capitalist. It is not impossible because just as there are political parties, there are groups in the capitalist world and many people know it and it need not be mentioned. So, it is just possible that one man may create a lobby and another man may create another lobby and turn these members into.....

Shri S. S. More: How?

Shri C. D. Pande (Naini Tal Distt. cum Almora District—South-West cum Bareilly Distt.—North) : Some may have Shri Gadgil and some may have Shri More; like that.

Mr. Deputy-Speaker: Let these matters not be decided there; I am also a party.

Shri Gadgil: Unless the publication is shown to be in public interest or for public benefit, the privilege should not be extended. Every man should be on an equal footing and if there is any extra, special privilege given to him or bestowed on him, it must be justified in terms of public benefit and public policy. Otherwise, the very principle of equality enunciated by our Constitution is frustrated. Why should the publisher or the newspaper man have this extra privilege of being immune from any criminal or civil liability just as any Member who is able to make his speech here? (*Interruption*). The Member who speaks here speaks in public interest and he is within his rights. This extra privilege is just in terms of public policy. Similarly, the newspaper man or the publisher gets something by way of extra privilege in the sense that he is immune from being prosecuted. But, that extra privilege must be justified in terms of public benefit. I am, therefore, of the view that this provision is absolutely necessary.

Lastly, I may suggest that instead of passing it straightway, I should like the House to consider whether there should not be any reference to a Select Committee.

Pandit K. C. Sharma (Meerut Distt.—South) : Mr. Deputy-Speaker, I wholeheartedly support my friend and I am grateful to him for bringing this measure for the consideration of this House. All citizens, under the Constitution, have freedom of speech and expression. But that article, article 19, has its limitations in the matter that the freedom should be conditioned by other things such as defamation and incitement to an offence.

The right to reputation is as good as a right to the person or existence. Therefore, everybody has a right to reputation and nobody should be maligned or defamed and his reputation should in no way be injured by another citizen. The right to freedom of speech is limited by the right to his reputation of another citizen. This right to reputation or good name is limited in the same way

as the right to movement or employment enjoyed by a citizen. A citizen has a right to go anywhere he likes but in times of emergency, there is such a thing as conscription. When war is on, the social conditions demand that A should go to the Army instead of to a mill or to working in the field.

5 P.M.

He ceases to have a choice of his own. Therefore, every right more or less is conditioned by the right of the society under such circumstances. Now this right to have the reputation should be subjected to the public good or public benefit. What is public good or public benefit? One of the greatest institutions in any democracy or in any social order is the court of justice. Two persons quarrel, dispute arises between citizen and citizen or between the citizens of a State. Do you propose to abolish this right? Then where is this supreme authority? The law is the supreme authority. For the public benefit, whatever happens in a court of law, that is, the deposition of the witnesses, the arguments of the lawyer, the judgment of the judge, all can be published and no action can lie against any newspaper or against any publisher if they are published correctly.

There is a great analogy between the proceedings and functions in a court of law and the proceedings and functions in a legislature. What does the law court do? In a court of law two persons come, there is a dispute between them, or the State comes against an accused and the offender is to be punished, the information is given, the facts are stated, depositions are made. On the basis of the depositions, the lawyer comes and makes his submission, shows the law, advances arguments in support of the view he holds. What for? For a sound judgment. The court gives the judgment in the interests of the society, to protect the State, to protect the individual and to keep the majesty of law safe and respected. What does the Parliament or any State Legislature do? People send their representatives. These representatives make laws. They inform the House of certain conditions prevailing in the country, in a way make a statement of facts. On the basis of those economic and social conditions and the intellectual receptivity of the people, they advance arguments, make submissions in support of the view that they hold, in favour of the proposed legislation. The functions are almost the same. At one forum we make the law;

[Pandit K. C. Sharma]

at another forum we administer the law. The functions are the same, the duties are the same, and, therefore, I beg to submit that sanctity must be the same. Under exception 4 of section 499 of the I.P.C., it is not defamation to publish a substantially true report of the proceedings of a court of justice or of the result of any such proceedings. Suppose a witness comes and makes a deposition and the deposition is defamatory to another party or the accused, the publication of that deposition is not an offence. Suppose a representative comes and exposes certain blackmarketeers, then those blackmarketeers in that deposition or statement are defamed. A representative of a legislature gets a number of votes; he has to traverse a large area to get his votes; he must have a sense of responsibility and a certain reputation. What is the privilege under the Constitution about the legislature?

Mr. Deputy-Speaker: The publication of that deposition may be the safe and may not be an offence, but at the same time the deponent is exposed to the risk of prosecution or perjury.

Pandit K. C. Sharma: Court proceedings are subject to certain rules. The presiding officer controls the depositions of the witnesses as well as the arguments of the lawyers. Here the representatives of the people come after securing a large number of votes, with a certain amount of responsibility and confidence reposed in them. The presiding officer, the Speaker, frames rules under article 105 of the Constitution, which states :

"Subject to the provisions of this Constitution and to the rules and standing orders regulating the procedure of Parliament, there shall be freedom of speech in Parliament."

These rules and regulations framed under the Constitution are within the rights and privileges given by the Constitution itself. And no law is superior, no law can give greater rights which are not enshrined in the Constitution. Therefore, a Member of this House is bound by the rules and regulations as they are administered for proceedings conducted by the Speaker. What is the safeguard for a court of law? The presiding judge knows the law and will not permit the man to go astray and malign another citizen for nothing. He is a legal, controlling person, he is a legal controlling institution. Here also, a legal

institution exists and controls us. Therefore, it is in the interest of the State, in the interest of the society, that a court gives a sound judgment in a case between citizen and citizen or between the citizens of a State. Here the representatives give the information and state facts. What is a law? It is a provision which is in accord with the social and economic conditions prevailing at a time in the country and at the same time in accord with the intellectual receptivity of the people. Of course, the social and economic conditions prevailing in the country are matters of fact. The representative gathers it touring down in his constituency, meeting the people in the coffee-house, in the cinema, in the club-house, etc., and comes here and puts it before the House. After all, a man who is elected with such a vast number of votes from a huge area has to possess a certain sense of responsibility. This House, with all the necessary institutions around it, gives certain training to him. He states the fact and then advances arguments with regard to the intellectual receptivity of the people, so that the people may accept the measure which the social and economic conditions prevailing in the country demand. A law is framed here. My respectful submission is that if under exception 4 of section 499 of the Indian Penal Code the publication of judicial proceedings is permissible and nobody can be punished for its publication, including the statement of the witnesses, then a report of the speech of a Member or any proceedings of the Parliament or Legislatures should be no offence whatsoever. How can you give the privilege with regard to the publication of the proceedings in a court of law but not give the same privilege to the publication of reports of the proceedings of a legislature? As a member of the family, the son should be respected but not the father—such a thing is impossible in a social organisation. The legislature makes the law but it should not have the privilege of publication of its proceedings while a court of law, which is its creation, should have it—I cannot understand this. Therefore, on the basis of sound logic and commonsense....

Shri S. S. More: Which is a very rare quality.....

Pandit K. C. Sharma: It is rare but I possess enough of it. Therefore, I submit that this privilege should be extended to the publication of the proceedings of the legislature.

I have to submit one word more. I do not agree with regard to the limitations in the Bill which reads: "proved to have been made with malice." There is another limitation in sub-clause (2) of clause 3, which says: "the publication of which is not for the public benefit."

These limitations should have no meaning for the simple reason that it is presumed that whatever is said here, done here, is in the public interest. There is no individual axe to grind here. What we do here is this. We represent the people. Whatever laws are made here, are laws made for the good of the community; whatever statements are made are in support of certain laws; whatever arguments are advanced are for the good of the people, for the good of the laws that are made. Therefore, these limitations that they should be proved to have been made without any malice or the publication should be for the public benefit, have no meaning whatsoever with regard to the publication of the reports of the proceedings of the legislatures.

Shri D. C. Sharma: Sir, it is the lot of most of us in this House as well as elsewhere to follow the beaten track. But it falls to the good lot of some to do something which is original and which is of far-reaching consequence.

Shri Feroze Gandhi calls himself a back-bencher. If he is one, I must say that he is a very illustrious one whose name will be enshrined in the annals of the history of the freedom movement.

I have been a student of literature and one of the most interesting books that I have ever read in English literature is a book that deals with the freedom of the Press. That is a book written by Milton. Anyone who has read that book cannot but feel happy.

Shri S. S. More: What is the name of the author?

Shri D. C. Sharma: I gave the name of the author but I do not want to give the name of the book because it will be above the heads of men like me.

I was saying that anything that expands the freedom of the Press and gives more dimensions to the liberty of the Press makes my heart glad. What are we doing after all? Are we giving something which is unprecedented to the

Press in India? It has been said, not in our country alone but everywhere that the Press in India is one of the best in the whole world. If we are giving something to the Press in India at this time, we are not doing something which is very extraordinary. It is a privilege which has been given to the Press in other countries. We, who think that ours is a progressive country and a go-ahead country, should be the last to deny this privilege to the Press.

Our Press, I am very happy to say, is not of that type—I am speaking of the Press in general—which is going to abuse any privilege that has been given to it. I would like to know from the history of the Press in India as to how many privileges has our Press abused? I hope there will not be many instances. I would, therefore, say that by giving this privilege to the Press, we are giving this privilege to our countrymen and nation and also we are building sound traditions in this country. By doing so we are also adding to the dignity of this House. We look upon this House as a forum where we come to discuss matters; that is no small thing.

Very often, we know, this House has converted itself into a court of law. We have discussed very important questions concerning some persons. We have discussed very grave issues concerning our nation and by doing so, we have turned ourselves into—if I can use that expression—a judicial court of enquiry. If we have given this privilege to a court of law, I see no reason why this sovereign and supreme House which can make laws, which can make Constitution under which laws are administered, should not have those privileges which judicial courts have in this country.

Again, I think this Bill deserves the utmost consideration in the interest of the purity of our national life. My friend, Shri Feroze Gandhi, gave certain instances about the way in which certain things were suppressed. Of all kinds of suppression, I would say that suppression of truth is the most dangerous for democracy.

Shri A. M. Thomas: Half truths are more dangerous.

Shri D. C. Sharma: In which you very often indulge.

I was saying that the Parliamentary Secretary to the Railway Minister once said on the floor of this House that a

[Shri D. C. Sharma]

certain industrialist had unloaded wagons which did not belong to him and the Government had to take certain action in that connection. Who was that industrialist? The name was given on the floor of this House but the lordly Press—people call it the lordly Press—was not able to publish the name because it knew that the baton of law might be on its head. If it had been done, the whole world would have known of this anti-social act and people would have been afraid of committing such anti-social acts in the future.

I will give you another instance. I refer to the late lamented Sardar Vallabhbhai Patel who was one of the gems of our country. On the floor of this House, he referred to the martyrdom of Mahatma Gandhi and he referred to a certain person on the floor of this House and said that he had been in some way connected with that. Naturally, the newspapers published that in good faith and it was their duty to do so. Since, however, the law was very inadequate, the gentleman concerned took advantage of that and tried to—I do not want to use that word; there is a word which I know—sit on the heads of the Press for having done that, I say that, if a thing had been said on the floor of the House by a gentleman of the eminence of Sardar Vallabhbhai Patel, why should it not be published in the Press? No. Our law is to blame for that.

Again, there is another thing. Sometimes there are certain references made on the floor of this House to certain anti-social activities of certain persons and it is in the interest of the public, in the interest of public moral well-being that those names should be brought to light. But, it cannot be done. Some of these gentlemen of the Press go to this officer or that officer and ask: "Shall we publish these names or not?" He says: "Well, you may publish them at your own risk". I would therefore say that this limitation under which the Press works at this time should be done away with, not because it will give more power to the Press, not because it will add to the dignity of the Press, but because it will be a step in the direction of lifting up the standards of our public life.

As I have said, we are in so many ways following the United Kingdom. I am not very sorry for that. As our Prime Minister has said many times we do not want to follow anybody's

policy but we want to take the good points from all the countries. After all, our parliamentary democracy is modelled on the democracy of the United Kingdom. In the United Kingdom there was a big fight for the grant of this privilege. Sir, history repeats itself. There the fight was fought by a back-bencher and here also the fight is being fought by a back-bencher. Blessed be the tribe of back-benchers. In the United Kingdom they won that fight. I think it has not done any harm to the United Kingdom. It has not inflated the Press or inflated the Members of the House of Commons in any way. I find that it has done some good.

A friend over there said, democracy is the right of self-expression. My friend Pandit C. N. Malviya quoted a very significant remark from an eminent person saying that if sometimes people's statements are not unwise statements but are a compound of wisdom and un-wisdom they should be tolerated because, after all, in democracy the law is that wisdom will drive out un-wisdom. The most fundamental right of democracy and of a democratic institution is that you should have the freedom of self-expression. There was a time when my sisters were not given the privilege of education—bad old days. They were not allowed to read whatever they liked and Ruskin, that Liberal Leader of the Victorian Era, said: "Let loose women in the library. Let them read whatever they want. True, they will read some good books and they will read books which may not be good, but ultimately the total will do them good". What is true about my sisters is also true about us. I say that even though sometimes we may not give vent to that right of self-expression in that way in which we should, ultimately the right of self-expression is going to find very legitimate expression and it is not going to lead us to any pathways which may be evil.

Therefore, I say, by doing this we are cherishing one of the fundamental rights of democracy. Not only that. We are trying to put into practice one of the fundamental rights of self-expression. My friend asked: what are we doing? You are giving qualified privilege. I think it is good that we are giving qualified privilege because there are things which need to be guarded vigilantly and the qualified privilege which this Bill seeks to give is the one which is going to be very very helpful. It has been said that

in a law court this thing is done. There a man does not go wrong. He is not allowed to do this and do that. Here also the Speaker is there and the Deputy-Speaker is there. If in a court of law the Judge is there to check us from our vagaries and whimsicalities here the Speaker is there to check us from our vagaries and whimsicalities. We see so many times on the floor of the House that when a Member makes a statement the Speaker says that it should be expunged from the proceedings because he thinks that it is not in the public interest. Therefore, the presence of the Speaker is there to be a guarantee of the fact that nobody is going to abuse this privilege.

Above all, as Shri Gadgil said, you may have some persons praising one man and you may have some persons abusing another man. Well, I think in our democracy, in the healthy democracy of India, such things cannot happen, they have not happened and they shall not happen. If sometimes there is a danger of their happening I can say that, for that the guarantee is given. The guarantee is that whatever a man says, he says in the public interest. For instance, if the Minister said that an industrialist had unloaded wagons to which he was not entitled, do you think he was not saying it in the public interest? If there was a reference to somebody in Rajya Sabha, the proceedings of which my friend Shri Feroze Gandhi quoted, it was done in the public interest.

I would, therefore, say that there has been some legal battle going on here. When the legal rights are in conflict with the humanist rights I would always vote for the humanist rights. And this Bill gives a charter to, what I may call, the humanist rights. I, therefore, support it and I thank the illustrious back-bencher Shri Feroze Gandhi for having brought this Bill which is going to do a lot of good to us, to the people and to the Press of the country.

श्री भार० डी० मिश्र (जिला बुलन्दशहर):
उपाध्यक्ष महोदय, मैं इस बिल का दिलसे स्वागत करता हूँ। यह...

Mr. Deputy-Speaker: The hon. Member may continue his speech on the next day.

After three Members had spoken besides the hon. Mover I received an amendment from Shri Shree Narayan Das saying that the Bill be circulated for eliciting public opinion thereon till the next session of the House. I am afraid that will not be possible. I have looked into the precedents as well.

An Hon. Member: He is not moving his amendment.

Mr. Deputy-Speaker: That is all right. I need not give a ruling then.

5-30 P.M.

The Lok Sabha then adjourned till Half Past Ten of the Clock on Wednesday, the 28th March, 1956.

[Friday, 23rd March, 1956.]

	COLUMNS		COLUMNS
MOTION FOR ADJOURNMENT...	3455-58	(iii) Criminal Law Amendment Bill by Shri M. L. Agrawal.	
The Speaker disallowed the adjournment motion given notice of by Shri A. K. Gopalan, Shri M. S. Gurupadaswamy, Shri V. P. Nayar and Shri S.S. More regarding the political situation in the State of Travancore-Cochin.		PRIVATE MEMBERS' BILL—AMENDMENTS MADE BY RAJYA SABHA AGREED TO....	3538-41
DEMANDS FOR GRANTS....	3458-3535	Two Amendments made by Rajya Sabha in the Indian Registration Amendment Bill (<i>Amendment of section 2 etc.</i>) by Shri S. C. Samanta were taken into consideration and agreed to.	
The Demands for Grants in respect of Ministry of Transport were voted in full.		PRIVATE MEMBER'S BILL—NEGATIVED...	3541-47
REPORT OF COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS—ADOPTED...	3535-36	Further discussion on motion to consider the Factories (Amendment) Bill (<i>Substitution of section 59</i>) by Shrimati Renu Chakravarty was continued. The motion to consider was negatived.	
Forty-seventh Report was adopted.		PRIVATE MEMBER'S BILL—UNDER CONSIDERATION....	3547-48
MOTION TO INTRODUCE A PRIVATE MEMBER'S BILL—NEGATIVED....	3536-37	The motion to consider the Proceedings of Legislatures (Protection of Publication) Bill was moved by Shri Feroze Gandhi. The discussion was not concluded.	
The Motion to introduce the Abolition of Adoption Bill by Shri S. V. Ramaswamy was negatived.		AGENDA FOR WEDNESDAY, 28TH MARCH, 1956—	
PRIVATE MEMBERS' BILLS—INTRODUCED	3537-38	Discussion on Demands for Grants in respect of Ministry of External Affairs.	
(i) Child Marriage Restraint (Amendment) Bill (<i>Amendment of section 2 etc.</i>) by Shri Dabhi.			
(ii) Equal Remuneration Bill by Shrimati Renu Chakravarty.			